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ABSTRACT

Chapter headings in this survey include: Necessary and life long: changing concepts since 1960; State responsibility, legislation and coordination; Financing and administration of adult education; Personnel: recruitment, status and training; Individual and group needs; Institutions and programs; Methods and techniques; Research in adult education; International cooperation, exchanges and aid schemes. Appendices include: Copy of questionnaire; Breakdown of replies to questionnaire by geographic area; Breakdown of working groups formed; Breakdown of reports received. (NF)

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Third International Conference
on Adult Education

Tokyo
25 July - 7 August 1972

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A RETROSPECTIVE INTERNATIONAL SURVEY OF ADULT EDUCATION

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ED-72/CONF.38/4

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PREFACE

The material presented in this survey is derived from the following sources:

(a) the replies from Member States to a questionnaire distributed by Unesco (see Appendix 1);

(b) Working Party reports submitted by Member States (see Appendix 4);

(c) published and unpublished material preserved at Unesco Headquarters in Paris;

(d) miscellaneous published and unpublished material.

Except as otherwise indicated all the quotations in the text are taken from the replies to the Unesco questionnaire (hereinafter described as the Questionnaire) or from the Working Party reports submitted by Member States. The national source is given in brackets at the end of each quotation.

This document was prepared by Dr. John Lowe, Head of the Department of Educational Studies and Director of Extra-Mural Studies, and University of Edinburgh, U.K. in close consultation with the Unesco Secretariat.

INTRODUCTION

ELSINORE AND MONTREAL IN RETROSPECT

1. The World Conference - 1929

Before 1949 when Unesco sponsored an international conference on adult education at Elsinore, Denmark, there had been only one previous attempt to convene a gathering of national representatives on a multi-national basis. This gathering had taken place at Cambridge University in 1929. Its work has since been unjustly neglected, but it did much to promote the serious study of adult education and to stimulate international co-operation among professional associations.

2. The Elisinore Conference - June 1949

2.1 The bald title of the Elsinore Conference was Adult Education. Because of the cataclysmic effects of the Second World War, the year 1949 seemed an epoch away from 1939. Even so, the delegates were unaware of the sheer scale of the political and social changes already set in train. Disturbed by the wreckage of the war, they were more concerned with recovery and rehabilitation than with crystal-gazing. In his elegant and succinct account of the history of adult education between 1949 and 1960, the late Arnold Hely observed:

> The report of the Elsinore Conference gives little indication that delegates were conscious of the implications of the curve of technological and scientific change, even though the explosion of the first atomic bomb at Hiroshima four years earlier had, in a grim and dramatic fashion, demonstrated that a new age was opening.
>
> ... they were still too close to the world depression of the 1930s and the savagery and destruction of two world wars to believe that change in the sense of development and technological progress was likely to be a major cause of future problems(1).

2.2 The most telling illustration of the extent to which the world was about to undergo a dramatic change is to look at the composition of the Conference. Out of 79 delegates and observers, representing 25 countries in all, 54 or over two-thirds came from 14 European countries. The Union of Soviet Socialist Republics and Eastern Europe were totally unrepresented. Asia was represented by three delegates from China, Pakistan and Thailand respectively. Egypt was the only country from the African continent to send a delegate and a solitary delegate represented the whole of Latin America. Despite the new global ascendancy of the United States of America and the USSR and the incipient emergence of the Third World, the Elsinore Conference was dominated by Western Europe.

2.3 But Hely went too far in criticizing the delegates for clinging to the narrow definition of adult education equating it almost exclusively with liberal studies which had evolved in Western Europe over several generations, especially in Denmark and the United Kingdom. If it was true, as he pointed out, that professional and industrial training and literacy programmes were ruled out of consideration, it was not because the delegates minimized their importance but because they did not wish to diffuse their deliberations over too wide an area or to discuss topics about which they lacked expert knowledge and first-hand experience. Although the Conference shied away from seeking a precise definition of adult education, it did take the forward step of postulating functional rôles for adult education that could be performed in any country or at any level: "adult education has the task of satisfying the needs and aspirations of adults in all their diversity"(1). In all their diversity was the operative phrase since it reminded programme planners that they must "start from cencrete situations, from real problems, which the people concerned have somehow to solve"(2).

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(1) A.S.M. Hely, New Trends in Adult Education: from Elsinore to Montreal (Paris, 1962) p.11.

3. The aims of adult education

3.1 Reflecting the post-war mood of reconstruction, the Conference concentrated upon two themes: the need for social justice within and a call for harmony between nations. The first task of adult education in any country was to help develop a common culture and "to end the opposition between the so-called masses and the so-called élite"(3). The second was to give a sense of purpose to young people growing up in an age of unstable values. Since the disposition of modern societies to destroy traditional social relationships was already evident, a fourth task was to restore to the individual an awareness of belonging to a community.

3.2 Peace between nations and prosperity for every man and woman depended on spreading the enlightened idea of one world.

3.3 Delegates realized that the prevailing tendency for adult education to serve the interests of tiny élites was a major obstacle to the promotion of mass education for civic responsibility, a job which could not be left to the schools. Somehow, therefore, adult education must be made to appeal to an infinitely larger public. They also recognized that, despite the steady expansion of formal education during the twentieth century, a very large percentage of people in developing areas and a significant percentage of the population in developed countries were in need of remedial education.

4. Work of the commissions

Elsinore was planned to be a working conference. Four commissions were set up to deal respectively with: the subject-matter of adult education; institutions and organizational problems; methods and techniques; international collaboration. The discussions on these four topics were practical and wide-ranging. They led to the clarification of several major issues and to the formulation of proposals for adult education institutions, to assume more varied functions. It must suffice here, however, to consider the question of international collaboration.

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(1) Unesco, Summary Report of the International Conference, (Paris 1949) p.2.
(2) ibid.
(3) ibid.

5. International collaboration

5.1 The Elsinore Conference was particularly concerned to foster international collaboration. To this end it made four recommendations: "to send missions from countries where adult education is more highly developed to those less advanced; to organize visits, international summer schools, study tours; to arrange international seminars on vital and urgent problems; to speed up exchange of information"(1).

5.2 Although agreeing that adult education should become an international movement, the Conference thought it premature to set up a world organization. Nevertheless, it was desirable for Unesco "to serve as the indispensable link between organizations and leaders in the field of adult education"(2). Accordingly, the Conference proposed that an advisory committee should be appointed to advise not the Director-General of Unesco as such, but the Adult Education Division of Unesco. In Hely's view this was a mischievous proposal:

> The recommendations of the delegates at Elsinore strengthened the trend already present in Unesco thinking. As a result, Unesco's contribution to adult education at the international level, though certainly important, remained unco-ordinated and dispersed. To the outside world Unesco's programme in adult education (or at least the programme given the official title of Adult Education) was restricted in scope and size. Since resources available to the Adult Education Division were severely limited, the division had to concentrate on limited objectives even within its already narrow definition of adult education(3).

6. Non-governmental organizations

One preoccupation of the Elsinore Conference bore witness to its Western European orientation. This was the emphasis given to the importance of financing and cherishing non-governmental organizations, as the main providers of adult education. Since many governments relied on direct public provision of adult education services, this emphasis was perhaps misplaced.

7. Elsinore in retrospect

7.1 Retrospectively to criticize the Elsinore Conference because it insufficiently anticipated the great changes that were about to sweep through the world in the Fifties would be unconstructive. The remarkable fact about the Conference is not that it looked backwards but that it advanced official and professional thinking about the aims and application of adult education to a considerable degree. For despite the tendency of some delegates to take a narrow and even élitist view of the rôle of adult education, the delegates in general showed themselves to be flexible and determined to arrive at realistic conclusions.

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(1) Unesco, Summary Report of the International Conference, (Paris 1949) p.3
(2) ibid.
(3) Hely, op. cit., p. 35-36.

7.2 The outstanding achievement of the Elsinore Conference was to stimulate an unparalleled amount of international co-operation during the 1950s. Most of its recommendations to this end were subsequently implemented.

8. The Montreal Conference - 1960

8.1 The Montreal Conference met at the end of a decade during which the world had experienced more momentous upheavals than in any previous decade in history. Change had been a feature of the whole history of mankind, even in pre-industrial societies, but normally it had been so gradual as to be almost imperceptible and, rightly or wrongly, it had seemed manageable. In the western world the pace of change had quickened following the industrial revolution and noticeably gathered momentum as a consequence of the First World War. Never before, however, had mankind encountered anything like the devastating speed and complexity of the changes which followed the Second World War. As we have seen, delegates at the Elsinore Conference had only an inkling of what was beginning to happen. Scarcely eleven years later no one could doubt that as men and women lived out their days they would have to adapt unceasingly to a kaleidoscopic social and physical environment. Recognizing this truth, those who planned the Montreal Conference selected for their theme Adult Education in a Changing World.

9. Membership

The very composition of the membership reflected the political changes which had taken place since 1949. This time 51 countries were represented as against 25 in 1949, 46 international organizations sent observers, and the total attendance of official representatives rose from 79 to 112. There were eight African, ten Asian, three Arab States and eight Latin American delegates, and on this occasion the USSR and three Eastern European countries were represented. The disporportionate strength of the Western European contingent was much less marked. At the same time, not surprisingly in view of the location of the Conference, there was a particularly large North American representation.

10. The agenda

Within ten days the Conference could not hope to consider in detail all the issues and problems identified in working papers circulated in advance of the Conference. Reasoning that many of them could best be dealt with in a series of subsequent meetings confined to special topics, the Conference focused its attention upon the following items:

(a) the enlarged aims of adult education
(b) relations between the developed and the less developed countries
(c) the education of youth
(d) civic and social education
(e) the rôle of non-governmental organizations
(f) the training of staff and research
(g) creating more effective machinery for international co-operation.

11. A comprehensive definition

11.1 Between Elsinore and Montreal much thought had been given to the problem of finding a comprehensive formula for embracing the many facets of adult education and reducing the semantic barriers which led to confusion in discussions between Member States. As a result, a much broader concept had emerged. Adult education was now seen less as a marginal enterprise serving the personal interests of relatively few people and more as an essential component of any nation's policy for coping with the pressures of change and improving the quality of life. It transcended both liberal and vocational education and included any organized attempt to educate adults no matter what the level or what the purpose. The necessity of bringing it within the recognized State structures of education and of allowing it open access to the facilities of schools and universities was generally accepted by delegates. In the words of the final report:

> Nothing less will suffice than that people everywhere should come to accept adult education as a norm, and that governments should treat it as a necessary part of the educational provision of every country(1).

The warm co-operative spirit which prevailed at Montreal was mainly due to this clarification of the nature and scope of adult education.

11.2 One of the several implications of adopting a more comprehensive view of the functions of adult education was that a recent trend to break down the dichotomy between general education and vocational education should be accelerated. Another was that the widespread distinction between youth and adult education should be eliminated; they shaded off into each other.

12. Relations between the developed and less developed countries

During the proceedings delegates were made fully aware that in many developing countries available resources were inadequate to overcome the large social and economic problems that were being encountered. They had also to reckon with the fact that instead of narrowing the prosperity gap between rich and poor countries, it was inexorably widening. The emergency was so acute as to be soluble only on a multi-national basis. Above all,

> the countries which are better off have an opportunity of performing such an act of wisdom, justice and generosity as could seize the imagination of the whole world(2).

The top priority was to eradicate illiteracy.

13. The generation gap

By 1960 the problem of "the generation gap" had already become a matter for universal concern, calling on the part of mature adults for patience and a willingness to adjust their relationships with the young. The important thing was to recognize that: "The purposes and methods of youth education and adult education are, in general, similar and not to be separated"(1). While giving young people every opportunity to run their own affairs, adult educators should take deliberate steps to articulate youth and adult activities.

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(1) Unesco, Second World Conference on Adult Education (Paris, 1960), p.9.
(2) ibid., p.8

14. Social and civic education

Given the growing acceptance that women should have equal rights in economic and political life, they should have greater access to general, technical and civic education as well as to instruction in Home Economics, so that equality of educational opportunity between the sexes should become a reality. Parent education was also desirable. It was essential to encourage people to become active citizens so that they would not only help to improve their own communities but also help foster understanding between nations.

15. Non-governmental organizations

Many delegates strongly upheld the principle of relying mainly upon voluntary activities which had claimed so much attention at Elsinore. At the same time, "... many members expressed doubts as to the complete validity of the thesis in terms of the conditions operating in an age of rapidly accelerating scientific and technological change"(2). A compromise was reached with the formula "that in reorganizing to meet the adult education needs of today the real value of the voluntary organizations and the contribution they can make should not be ignored"(3).

16. Schools and teachers

The Conference considered the rôle of the schools and the teaching profession in adult education. It was essential for governments to include adult education in any plans for the general extension of education and to take account of its needs in school building programmes. Meanwhile, pending the erection of purpose-built premises for adults, it should be made possible for adults to have full access to the facilities controlled by schools and universities. The conference particularly urged that teachers at all levels should be systematically prepared for teaching adults.

17. The adult education profession

An important development, to which the Elsinore Conference had contributed, was a growing sense among a number of workers in the field of adult education that they belonged to a unique profession which ought to have its own career structure and its own standards. Though the Montreal Conference was reticent about ways and means of establishing an adult education profession, there is no question that the mere experience of coming together for a period of intensive discussion sharply increased the professional sense of the many delegates who were active adult educators.

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(1) Unesco, Second World Conference on Adult Education (Paris, 1960), p.9.
(2) ibid., p.21
(3) ibid.

18. International co-operation

18.1 Delegates took the need for international understanding to be axiomatic: "Survival requires that the countries of the world must learn to live together in peace. 'Learn' is the operative word"(1). They were equally persuaded that the better-off countries must help the poorer ones. The question was, what should be the specific contribution of adult education to international co-operation?

18.2 One priority at least was clear and that was the need for appropriate coordinating machinery. "There should be established within the framework of Unesco a committee with a permanent status and a known basis of membership to continue and extend the work done by the Consultative Committee on Adult Education since 1949"(2). Within Unesco itself there should be closer co-operation between the Divisions of Social Science, Education and Mass Communication.

19. Fringe conferences

Immediately before and after the Montreal Conference a number of ancillary conferences was arranged so as to take advantage of the presence in one place of many well-known adult educators and to enable groups sharing common interests to confer together. The deliberations at these conferences were to have far-reaching effects.

20. Montreal in retrospect

20.1 Upon leaving Montreal most delegates clearly felt that the Conference had been inspiring and productive and that it had laid the foundations for a period of steady expansion. Its success was commonly attributed to six factors:

(a) the careful preparations of the Unesco Secretariat, which had distributed cogent working papers in advance of the Conference;

(b) the determination of the Conference planners to stimulate positive action;

(c) the experience and knowledge gained from a series of regional seminars held since Elsinore;

(d) the experience and knowledge gained from a host of recent experimental programmes;

(e) the co-operative spirit displayed by the delegates;

(f) the fact that in the developing countries adult education appeared to be receiving much more respect than it had traditionally received in the developing countries.

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(1) Unesco, Second World Conference on Adult Education (Paris, 1960), p.8.
(2) ibid., p.31.

20.2 Were the participants at Montreal justified in regarding the Conference as a notable success? With the advantage of hindsight it may be confirmed that they were. Among representatives of heterogeneous cultures broad agreement had been reached about the nature and scope of adult education in a technological age. The semantic confusion which had previously bedevilled discussions between East and West and between the developed and the less developed countries had been reduced. The outlines of a constructive strategy for strengthening the position of adult education had been sketched out for Member States. The claim that adult education should be recognized as an integral part of the overall educational provision had been established. The proposals for reconstituting the Adult Education Division of Unesco and setting up a permanent advisory body were implemented. The fruitful mutual exchanges, both at the main conference and at the fringe conferences, generated a spirit of inquiry and a buzz of activity that led in many countries to the organizational betterment of adult education and its coming of age as a field of study. Finally, the Montreal Conference made a vital contribution to the emergence of a profession of adult educators.

CHAPTER I

NECESSARY AND LIFE LONG: CHANGING CONCEPTS SINCE 1960

21. The last twelve years

21.1 It was a twelve-year period crammed with interest that Arnold Hely set out to describe. Yet how much more eventful has been the period since 1960. Both the acknowledgement of the importance of adult education in the modern world and the support given it by governmental agencies have notably increased. The amount of participation has risen sharply in almost every country and programmes designed for special interest groups have ramified and multiplied. Within the professional field the transition from a narrow to a comprehensive definition of adult education and from a static to a dynamic interpretation of functions has been remarkable. Ideas and methods derived from adult education practice have contributed towards the emergence of the concept of life-long learning, and the emergence of that concept has in turn thrown new light on the relevance of universal adult education to the pressing needs of contemporary societies. Almost everywhere growth and innovation have been in evidence. One indication of the new significance attached to adult education has been the formation in several Member States of public co-ordinating bodies and the appointment in others of national working parties or committees to examine the strengths and weaknesses of the present provision and to make recommendations for its improvement.

21.2 Necessary and life long

Whenever groups of men and women have met at the national or international level to discuss the future of adult education, they have usually produced visionary reports. It is only to be expected, that men and women who are well-informed and strive collectively to pool their knowledge and experience will extend the horizons of an existing field. The trouble is, however, that their proposals have usually been laid aside or adopted only in part after the lapse of many years. Their most imaginative suggestions have fallen largely upon deaf ears. This historical truism is worth stressing in relation to the evolution of ideas about the nature and scope of adult education so that we may not lose sight of the invaluable legacy of the pioneers. As long ago as 1919 the report of the Ministry of Reconstruction, Adult Education Committee, in Great Britain enunciated the principle that learning was both "necessary and life long". During the first few years after the foundation of the Union of Soviet Socialist Republics, Lenin constantly stressed the necessity of educating the whole adult population for social responsibility. The Montreal Conference, as we have seen, reiterated that principle and defined the aims and scope of adult education in the widest possible terms. Thus, in 1972, to envisage adult education playing a major part in the lives of men and the domestic policies of nations is not at all new. What is new is the fact that the vision at last shows signs of becoming reality.

21.3 What happened in the 1960s to enhance the importance of adult education? The answer is that social, economic, political and ecological changes, accelerated by a flood of technological innovations, forced more and more policy-makers to the conclusion that life in the modern world for the great majority of people is becoming intolerable without the appropriate knowledge, skills and attitudes to cope with it.

> Increasing awareness that learning throughout life is essential not only for economic success but to a better way of life in a better society has marked the last decade. During its troubled years many a thought-leader has changed his perception of adult education and continuing education from a pleasant hobby to fill the leisure hours of the middle-class to an essential for national survival. (United States of America)

This conclusion has led to a reappraisal of the traditional rôle of education in general and of adult education in particular. Education in general is no longer seen as essentially static and terminal, but truly as "necessary and life long", as functionally related to the business of living.

> The effect of social awakening and increased competence in the making of a livelihood resulting from adult education is understood by many people. (Republic of Korea)

> It is the object of adult educationists that their work should be conceived of as part of social policy and planning, and efforts have been made to bring it into closer relationship with both the school system and cultural and economic life. (Finland)

Initial education is no longer considered as an adequate preparation for life. The education of adults is perceived as a potentially powerful instrument of innovation and change.

> Adult education in the present Burmese situation has ... become an impelling necessity. It is adult education alone which can help the country to attain full nationhood. In fact, it can be stated that Burma's future lies in the education of her people and to achieve this end all educational provision and programmes have been integrated with economic development. (Burma)

21.4 Towards the end of this chapter it will be convenient to consider the implications for adult education of attempts to implement the life-long learning concept. First, however, it will be necessary to analyse in more detail the various reasons why much more attention has been paid to adult education since the Montreal Conference. These reasons involve:

1. National and community goals.

2. Individual needs and problems.

3. Harmonizing communal and individual interests.

22.1 Adult education and national goals

In an increasing number of Member States governments are perceiving adult education as an instrument which must be used to help promote community action, forge national unity and generally improve the human condition. In the developing countries the emphasis is on economic development and national integration. In the developed countries the economic aspect - training for industry and commerce - is also important but overshadowed by the necessity of dealing with the threatening social problems which seem to accompany material progress. In both types of country it is realized that suitable educational schemes are required in order to produce a large pool of ability, to induce change in adult behaviour and to assist communities to counter the deleterious effects of modernization. "Not only individuals but also groups are seen as objects of adult education in order to change not only the personality but also the social situation itself." (The Netherlands)

22.2 Nation building

In developing countries unprecedented interest has been aroused in the contribution which adult education can offer to the total process of nation-building. "Singapore's main social objective lies in nation-building, national identity and social cohesion." (Singapore)

> Adult education in Ghana embraces the total life of the nation - to build up a viable democratic State, to reduce the tensions of ethnic conflict, to change values and attitudes to meet the novel challenges of a developing nation, to bring government and people together in the process of reconstruction. Emphasis now, however, is on rural development and the involvement of the people in the process. (Ghana)

In countries where national resources are meagre, governments can scarcely afford to finance adult education programmes except in so far as they are relevant to national development plans for increased economic production.

> At this stage of Kenya's development, education is much more an economic than a social service. It is our principal means for relieving the shortage of domestic skilled manpower and equalizing economic opportunities among all citizens. (Kenya)

When there is a shortage of skilled manpower, the adult population must be trained to become more productive. In drawing up schemes for economic development, for example, building dams or opening factories, it has become vital to take into account the numbers and quality of the workers who will be required. In Nigeria, the impact of adult education

> is considerably shown in new farming techniques which have increased productivity in agriculture and in better marketing of produce through co-operatives. Besides, the expansion of vocational institutions and trade centres has ensured better skilled people for industry. (Nigeria)

But nation-building does not depend on economic progress alone, it also necessitates the formation of informed, articulate and active citizens and of new institutions.

> To make the people aware of their rights, their obligations, and the need to participate in all the country's activities. (Guatemala)

Tanzania has adopted the policy of "education for self-reliance".

In countries faced with ethnic, tribal and linguistic divisions there is the additional need to consolidate national unity. Thus in developing countries adult education programmes are mainly designed to train agricultural and industrial workers or to produce discriminating citizens or to achieve both ends simultaneously.

22.3 Rural development: a special case

Towards the end of the sixties concern mounted in underdeveloped countries about the impoverishment of rural areas and the urgent need for agrarian reforms. Even though multitudes of people throng annually into urban areas, the overwhelming majority of people in the Third World continue to live in small villages and isolated homesteads. The relevance of adult education to rural development was fully recognized at the Pan African Conference held at Kericho, Kenya, in 1966, as the following two quotations make clear:

> One of the chief tools with which to achieve ... rural transformation is education and training in their many forms - as much the education of the adult farmer in new techniques and attitudes, as much training in co-operation and the management of credit, as much the education of women as the education of children and adolescents in formal schools and universities(1).

> ... a more significant contribution to rural development can be made by a more strengthened, more clearly thought out and effectively co-ordinated educational service to adults, than by alterations in or expansion of the existing system of primary and secondary schools(2).

Agencies administering international aid have also begun to treat rural development as a top priority. The World Bank is currently financing a study of the value of non-formal educational activities in the rural areas of Africa. The Overseas Development Administration in the United Kingdom has decided to give high priority to rural development when allocating technical assistance.

Though the chief justification for rural development is to alleviate the effects of under-nourishment and disease by raising rural incomes, it is noticeable that many countries which seemed for a time to be trying to achieve all-round economic growth are now persuaded that national prosperity depends first and foremost upon the maximum utilization of land resources.

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(1) J.R. Sheffield, ed., Education, Employment and Rural Development (Nairobi, 1971) p.3.

(2) ibid., p.22.

> Agriculture has tended to lag behind other sectors of the economy in practically all underdeveloped countries, but still absorbs the greater part of their populations, and will long remain the basis of their economy(1).

One arm of the campaign to enlarge agricultural yields is to improve the standard of technical agricultural education. Recognition of this economic truth has led countries such as Cuba, The Philippines and Senegal to concentrate their educational resources on rural as opposed to urban development programmes.

> During the decade 1960-1970 the Adult Education programme was mainly geared to economic objectives, especially "the Green Revolution" and the upliftment of the conditions of the peasantry. Programmes of further education were sponsored mainly by the Department of Rural Development, through a village leader training programme. (Ceylon)

Throughout the Indian sub-continent the implications of "the Green Revolution" for adult education have been profound. In 100 districts of India, for example, a new Farmers' Training and Functional Literacy Project was launched with the assistance of UNDP, FAO and Unesco. The early success of this project has pointed to the need for similar functional educational programmes wherever a technological breakthrough occurs in an economically backward country with a high agricultural potential.

Some highly industrialized countries also stress the importance of educating their rural populations:

> Adult education plays an important part in solving a number of problems connected with the development of agricultural production, through the gradual elimination of substantial differences between town and country and the accompanying changes in the rural way of life. Particular attention is therefore given to the State system of upgrading agricultural workers, people's agricultural universities, and rural schools for adults. Experience shows that a rise in the educational level of the rural population has a positive effect on labour productivity. (Union of Soviet Socialist Republics)

22.4 Educational planning

In many countries adult education is beginning to profit from a rising preoccupation with educational planning. Proposals to reconcile the goals of education with national, economic, social and political goals often reveal that the public investment in certain sectors of the formal sphere of education is unproductive or indeed counter-productive. By contrast it is discovered that an investment in certain types of adult education might well produce economic gains. Alike in government publications, in-training manuals and in the deliberations of professional staff at conferences and seminars, a constant refrain is the under-employment of human capital and hence the necessity of investing in the continuing education of men and women:

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(1) De Wilde, J.C. et al, Experiences with Agricultural Development in Tropical Africa, vol. 1 - The Synthesis (International Bank for Reconstruction and Development, 1967).

> All those citizens who improve their education make a notable contribution to the economic advance of our country. (Bulgaria)

22.5 Selecting priorities

Since educational planning is largely a matter of matching resources with specific national goals, it has enforced the selection of priorities. Governments have had to face the following questions: when resources are severely limited, who shall be educated? Should the emphasis be laid upon educated élites or under-privileged groups? Should rural areas be given preference over urban areas? Should support be restricted to specific types of programmes? The very process of raising such questions and trying to seek rational answers has proved to be of incalculable benefit to adult education in two ways: (a) it has made planners aware of the untapped productive capacity of the adult population; (b) it has forced them to look at adult education as a key factor in national growth.

One very striking illustration of governmental recognition of the practical social and economic value of adult education has been the switch of emphasis from general literacy to functional literacy programmes. Functional literacy programmes are discussed below (**see page 107**). It is sufficient at this point to stress that they fit in with overall development plans and entail focusing upon local areas and economic sectors which have high development potential.

22.6 Solving community problems

Educating adults as a means of dealing with collective local and national problems is by no means confined to the developing countries. On the contrary, the ugly manifestations of affluence have been causing many governments and many communities in the more industrialized countries to turn in desperation to what are essentially adult education devices as a means of combating them. The chief contemporary social evils have been given widespread publicity: poverty amidst plenty; urban decay; racial conflicts; loneliness; anomie; alienation; the generation gap; drug-taking; contempt for normative social behaviour. In more than one country the breakdown of social disorder has reached a critical stage. The blame for this social malaise has been ascribed to a lack of social planning and the inadequacy of existing educational systems. It is generally agreed that the root of the trouble lies in the decline of regional ties, the break-up of communities and the nuclearization of the family. The question has arisen, how is a community spirit to be restored? The most hopeful solution has been to apply the community development principle, already widely adopted in under-developed countries, of stimulating people to tackle their social problems through political and co-operative action and to evoke the idea of the educative community, in which learning takes place in the community as a whole.

> In order to improve social relations, all citizens must take an active part in conducting the affairs of the State and in providing guidance for economic and cultural construction. In order to do this they must be trained for practical activity in the Soviets and other State institutions, and in trade unions and other public organizations, in the realm of control by the people, and the safeguarding of public order, in co-operatives and so on. (Union of Soviet Socialist Republics)

> ... the processes by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities ... (it is) made up of two essential elements: the participation of the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative and the provision of technical and other sources in ways which encourage initiative, self-help and mutual help and make these more effective(1).

In the sphere of community action a new function for adult education has been indicated. Programme planners have started to identify the problems that beset the communities which they serve with a view to devising courses and projects which may help to solve them.

> Like her neighbour to the south, Canada is confronted by the problem of poverty and social disintegration in the downtown area of major urban complexes. Citizen organization (animation sociale) techniques have equipped groups of citizens to realize what their problems are, to organize themselves and to make their needs and interests known to the decision-making authorities.
>
> The community action approach is envisaged as the action which will make an effective impact on ... poverty issues. (St. Lucia, British East Caribbean Group)

23.1 Individual needs

In the past adult education programmes were often designed to satisfy the individual as such rather than the individual as a person with community responsibilities. But it was largely a question of allowing him the opportunity to study the formal curriculum of the schools and the universities. There is now a positive movement, however, deliberately to construct programmes which will directly correspond with the different needs of adults at different stages in their lives by giving them the knowledge which will enable them to make rational decisions and the skills which will enable them to function efficiently in performing their changing rôles. Thus the Dominican Republic succinctly states: "Adult education programmes help individuals to solve the problems posed by everyday life". The United States of America is more explicit:

> The thrust of social, ecomomic and political objectives as served by adult education might be indicated by saying that it concerns itself with the life rôles of the American - his rôle in his family, his relation with other citizens, his own personal development, increasing his job skills, making his leisure more meaningful, bringing him into the mainstream of public life by political and social activity, educating him as a consumer, taking his mind (if not his body) outside of his national boundaries and making him something of a citizen of the world and (since millions watched on T.V. a man walking on the surface of the moon) a citizen of the universe. (United States of America)

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(1) U.N. Economic and Social Council Official records of the 24th session (E/2931) Annex III, p. 14 (1956).

Japan is concerned about the mental health of the individual:

> What is most important in a materially affluent society with abundant information and leisure is "mental affluence". Ways of overcoming alienation, restoring humanity, developing ability to make wise choices and finding a life worth living must be sought and the rôle of social education in this regard is vital. (Japan)

This movement to relate adult education programmes to specific individual needs has been mainly inspired by public demand. Professional adult educators have also become more sensitive to the particular needs of individuals and have shown a readiness to experiment with new approaches.

23.2 Social justice

Several Member States have long believed that every effort should be made to guarantee equality of educational opportunity to each and every citizen. At the very least every person should be entitled to a recognized minimum of education, and as the prosperity of a nation grows so it should raise the educational level of the whole population. This conviction has undoubtedly gained much wider acceptance since 1960. Simultaneously, it has become abundantly clear that it is not sufficient simply to introduce universal primary education for children who grow up in deprived areas seem doomed to gain scant benefit from attending school so long as the environments in which they live and the hostile or negative attitudes of their parents towards education militate against their learning to some purpose. Governments can deal with this problem only by initiating major reforms. Meanwhile, society owes it to adults who went to schools in deprived areas to compensate for the inadequacy of their early education.

> Continued efforts must be made to attract more people to adult education and education extension, especially the poorly educated. The main lines of approach are expected to be various kinds of outreach activities which may help, among others, those with weak educational motivation to start to study. (Sweden)

It is also realized that by raising the educational level of parents there is at least some prospect of improving the educational standards of the present generation of children. The Federal Republic of Germany is notably concerned to promote parent education.

23.3 Emphasis on adult learning

The new concern to meet the day-to-day needs of individuals and societies, allied with a growing recognition that most learning takes place informally outside the school framework, has led to an unprecedented emphasis on the uniqueness of each person as a learner. Adults want to learn specific things at different stages in their lives: a mother wants to be able to talk intelligently to her children about what they are learning at school; a worker wants to master new skills so as to put himself in line for promotion or another job; a citizen wants to play a more useful rôle in his community. Up to the present time, education has been more or less teacher/subject oriented especially at the lower level where the great mass of the people are involved. The stress has been upon acquiring and memorizing information. Children and grown-ups have been expected to learn at a pace and under constraints beyond their own control. Now educationists are beginning to insist that education must become learner-centred; the learner must decide for himself what stimuli he will respond to and control his own responses. But if he is to learn effectively, he must know how to make optimum use of the most up-to-date learning tools available to him. So the main object of education is to assist people to become self-motivated and self-directing.

23.4 Adult learning capacities

Ethical, social and economic grounds for endowing adult education more generously have been reinforced by a growing realization of the durability of the learning capacity of adults and the fact that multitudes of adults who gained little benefit from their initial schooling or who never went to school at all are fully capable of profiting from educational opportunities. Although the mental reflexes of adults may slow down as they age, their powers of intellectual reasoning increase if regularly exercised. Among psychologists and professional adult educators it has been common knowledge for many years that, subject to a few minor qualifications, adults can learn as effectively as the young, but it is only recently that this knowledge has begun to percolate throughout society. Slowly but surely, among the lay public as well as among officials, the adage that you cannot teach an old dog new tricks is being discarded and with it the conviction that to spend money on educating adults is wasteful.

23.5 The right to leisure

For many inhabitants of the world leisure is a meaningless concept. In technological societies, however, in which the working week is shortening and the length of holidays increasing, leisure is now treated as a right rather than a privilege and this has had a pronounced impact on the scale of demand for adult education in two respects. First, many people wish to use some of their leisure hours for satisfying intellectual and aesthetic tastes or for acquiring skills or for studying in order to obtain better qualifications. As a result, they are making heavy demands on adult education agencies. Secondly, as leisure comes to be seen as a right, so taxpayers clamour for improved leisure-time facilities, including better educational and cultural provision - more evening schools, more opportunities for part-time degree study, more arts and crafts centres and so on.

24. Reconciling communal and individual needs

21.1 A serious problem facing many countries is that the aims and policies of the public authorities do not appear to coincide with individual wants and aspirations. In the developing countries this imbalance usually involves groups of people, large and small, actively or passively resisting governmental reforms and thereby retarding national development. In some developed countries it takes the form of a breakdown of communications between the people and their locally and nationally elected representatives. The former feel powerless to influence decisions affecting their personal lives and their environment; the latter complain that the people protest in private but do not voice their grievances through the recognized constitutional channels.

> ... the problems of living in a newly industrialized and urbanized welfare State, with its related conflicts between the achievements of technical and economic development versus existing socio-cultural value orientations, increasingly called for attention. In the course of transformation towards a newly conceived pluralistic society the authority of the State, the church, industry, schools and universities has been increasingly questioned. (The Netherlands)

24.2 In both developed and developing countries attempts have been made to fill this communications gap by encouraging the practice of self-help or participatory democracy, that is, the formation and development of local groups, conscious of their rights and duties. Such groups need guidance, however, in how to operate effectively and where to seek information. The signs are that the lines between adult education and community development are becoming blurred and that the weight of effort in many adult education agencies is being shifted towards community-oriented programmes. In Czechoslovakia, for example:

> a considerable section of the programme of out-of-school education is founded on a poll of public interests and aims at harmonizing and meeting individual interests or group interests with the interests of the entire society. It is for this reason that this sphere comprises the widest range of varied forms and covers practically all spheres of social and cultural life. (Czechoslovakia)

24.3 It is to be noted that undue emphasis upon collective needs may threaten the intellectual freedom of the individual:

> At the theoretical level it was disputed how far the demands of the economy should be allowed to determine the planning and control of education and how far on the other hand such dependency was detrimental to liberal study, to the development of the student towards critical independent thought. (Finland)

25. The content of life-long integrated learning

25.1 The idea of the desirability of life-long learning is not new. It was taken as axiomatic by Chinese and Indian savants millenia ago. In the eighteenth century Goethe wrote: "Our forebears could manage with the instruction they had received in their youth. But as for us, we must begin our studies again every five years if we do not wish to become out of date". But Goethe and the savants represented an élite. What is new is the democratic attempt to relate life-long learning to the satisfaction of all individual and community needs and its sudden emergence as a global principle.

What is meant by the phrase "life-long integrated learning"? The connotation of "life-long" is not that people should experience organized learning from the womb to the grave but that from the age of two or three until death comes they should have access to opportunities for learning. There is no other justification than tradition and expedience for assuming that education should be restricted to a limited span of unbroken learning during childhood and adolescence. At different times in their lives people have different needs and at any given moment they have a variety of needs.

By the word "integrated" three things are implied. First, that pre-primary, primary, secondary, further, higher and adult education should be seen as constituent parts of a unified national education system. Secondly, that formal educational institutions and all the media through which people learn should be made complementary, that the school, for example, be recognized for what it is - one educational agency among many, including radio and television.

> The reconsideration of a conception of adult and non-adult education as a functional whole consisting of interlocking standardized units ("credit system"), where the education of adolescents and adults is a unity, while looking upon education as a continuing process. (Austria)

Thirdly, it is essential to integrate work and leisure.

The crucial word is "learning", which has to be sharply distinguished from the word "education" in its traditional usage. It highlights the fact that educators should not simply be concerned with the transmission of information from a teacher to a pupil but with the needs of learners who monitor their own responses and know how to make use of the latest learning tools. The objective is to equip the learner with effective methods of thought, adaptive social attitudes, the ability to discriminate, to select options and to be critical.

25.2 For many years adult educators and community workers have advocated the necessity for life-long learning. In a speech delivered at a conference on Education in the Seventies: National and International, held in New York in 1970, Mr. M.S. Adiseshiah, the then Deputy Director-General of Unesco, declared:

> Indeed I am certain that the concept of life-long education would have never been formed as an original approach but for the tremendous expansion of adult education which took place in the course of the last decade in some of the more developed countries, like the Scandinavian countries, United Kingdom, Union of Soviet Socialist Republics, Czechoslovakia, Canada, France, to quote only a few of them, and in the developing countries, more recently, in the form of literacy campaigns and community development(1).

Mr. Adiseshiah also pointed out that:

> out-of-school groups have long known and used the teaching and learning methodology of life-long education which is now invading in-school education. These methods which are traditional to out-of-school education include: independent study, work study programmes, community service, functional learning group interaction, learner-oriented instruction, self-evaluation, student participation in design of courses, differentiated staffing, flexible scheduling, use of businessmen and engineers as lecturers, varied cycling, multiple entry, etc.(1).

But if the advent of the life-long learning concept is a tribute to the pioneering task performed by adult education, it has also raised problems for its future development. To begin with, there remains in many quarters the difficulty of distinguishing life-long education or l'éducation permanente, on the one side, from adult education on the other. The difficulty seems to stem from the fact that before its general adoption the term life-long education was equated with continuing education, an alternative term in some places for "adult education", since it implied, education persevered with after the completion of formal schooling. More seriously, it was equated with the traditional view that the sole or overriding function of adult education was to remedy the deficiencies of formal schooling. To overcome the difficulty it has now become necessary for all who use the term to construe it as comprehending every single form of education from pre-primary school to adult education. A model has been suggested which depicts education as having a vertical and horizontal dimension: vertically it is a continuum taking a person through all the chronological stages of pre-school, primary school, secondary school, higher education institutions and adult education; horizontally it makes available to him not simply the traditional curricula and methods of the schools but a whole variety of learning resources.

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(1) Extracts from a speech on Education in the Seventies: National and International delivered in New York in 1970.

The second problem is that at the very moment in time when adult education has at least been identified as a branch of the general field of education, it is at risk of being swamped by the attempt to work out the implications of life-long learning for formal education structures. Already there is some evidence that efforts to apply the life-long learning principle to educational practice are being made without reference to specialists in adult education.

26. A more precise yet more comprehensive definition

26.1 Almost simultaneously with the dissemination of the concept of life-long education a number of leading adult educators have been co-operating to produce a more precise definition of their field of study. They have been inspired by two main motives. The first is to provide a common basis for the exchange of ideas and information both at the national and the international level. The second is to isolate adult education as a phenomenon which can be the object of academic study. As a result of their efforts the following definition has been put forward:

> Adult education is a process whereby persons who no longer attend school on a regular and full-time basis (unless full-time programmes are especially designed for adults) undertake sequential and organized activities with a conscious intention of bringing about changes in information, knowledge, understanding or skill, appreciation and attitudes; or for the purpose of identifying and solving personal or community problems.
>
> Defined in this way, adult education would include: literacy and fundamental education; vocational or job training; education about health, consumer and family problems as well as education about physical and personal development; literature, art, drama, and other cultural programmes; community development, social education, and community organization; political and civic education; religious or economic education; and a vast variety of other educational programmes designed primarily for adults(1).

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(1) A.A. Liveright and N. Haygood, eds., The Exeter Papers (Boston, 1969), p.8.

Another definition runs as follows:

> In descriptive terms the expression in its broad sense designates any organized activity whose purpose is to foster in the adult (by which we mean one who has left the regular educational system) the development of attitudes, knowledge and skills and the internalization of values that will equip him or her to perform his or her rôle in society in a more or less critical or creative fashion, as the case may be. In other words, any organized activity that enables the adult to obtain the necessary information and training to pursue personal and collective goals. Adult education, then, goes far beyond the frontiers of conventional academic training. It includes vocational training, leadership training, citizen organization and mass education, and is dispensed in the public and private educational sectors, in business and industry, or by voluntary agencies. (Canada)

26.2 Two criticisms have been made of such definitions. One criticism is that they do not adequately allow for the close inter-action between adult education and social, economic and political development which is characteristic of Eastern Europe and the developing countries. The second criticism is that, if such non-formal educative influences as the radio, television, community centres and the churches are to be regarded as playing a substantial rôle in adult education, it is essential to identify, study and purposefully control their uses.

> We suggest that the "status" of informal Adult Education be recognized as of equal importance, effectiveness, and as necessary as formal adult education. (Ireland)

Defenders of the more narrow definition argue that a line must be drawn somewhere not only for the sake of academic inquiry but also for the sake of administrative efficiency. The important thing is that no one seriously disputes three premises:

(a) an adult is judged to be someone who has entered upon the responsibilities of maturity, including contributing to the economy either through the family or the community at large, and who is beyond the age at which the majority of those who go to school would normally leave.

(b) adult education is concerned not only with the continuing intellectual development of the individual but also with his command of occupational skills, not only with personal needs and problems but also with civic needs and problems.

(c) adult education agencies are primarily concerned with systematic learning activities but neither they nor government departments can afford to ignore the value of non-formal learning.

26.3 The above definition has been supplemented by a successful attempt to classify the content of adult education in respect of the whole gamut of human needs that it may be called upon to satisfy. These needs are as follows:

1. Remedial Education: Fundamental and Literacy Education (A prerequisite for all other kinds of adult education)

2. Education for vocational, technical and professional competence (This may either be to prepare an adult for a first job, for a new job, or continuing or further education for an adult to keep him up to date on new developments in his occupation or profession).

3. Education for health, welfare, and family living (including all kinds of health, family, consumer, planned parenthood, hygiene, family relations, child-care, etc.)

4. Education for civic, political, and community competence (including all kinds of educational programmes about government, community development, public and international affairs, voting and political education etc.)

5. Education for self-fulfilment (including all kinds of liberal education programmes, education in music, the arts, dance, theatre, literature, arts and crafts, whether brief or long-term. All programmes which are aimed primarily at learning for the sake of learning rather than to achieve the other aims included in the other four categories above)(1).

26.4 As a generalization it is now safe to say that the broad concept of adult education advanced at Montreal has gained widespread acceptance among professional adult educators. The suggestion of an antithesis between a technical and a liberal education is generally rejected. The vocational versus non-vocational issue which used to bedevil international conferences is almost a dead letter.

26.5 It must be stressed that while leading professional adult educators have arrived at a sharper definition of adult education and have classified the activities of their field, much confusion about its scope and functions still remains in the minds of many professional workers as well as in lay minds. In several countries the tendency persists of equating adult education with a particular programme such as literacy or vocational training or evening secondary schools. Some government officials, often employed in ministries of education, are far from clear what adult education constitutes. The continuing use of a variety of terms to describe its sphere of action, for example, social education and further education, still gives rise to misunderstandings especially at the level of international meetings. Some people seem to be trying to distinguish between education geared to qualifications and so-called "non-formal education". Others argue optimistically that the whole problem of definition and terminology will become irrelevant once the idea of life-long learning has been universally adopted.

27. Continuing deficiencies

In many respects, then, the period between Montreal and Tokyo has been one during which many of the proposals long voiced by the vanguard of professional adult educators have been implemented to a greater or less degree. Adult education is visibly less of a marginal branch of education. In several countries the scale of government support and the rate of public participation are highly satisfactory. Even so, two features of national policies towards adult education and one feature of the pattern of participation continue to cause concern.

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(1) Liveright and Haygood, op.cit., p.9.

The first feature is the reluctance of governments to treat the education of adults in practice as an integral part of the State's provision for education. "However, it still remains to persuade certain elements in the administration that the education of adults has an important rôle to play ..." (Nigeria) "One is afraid that a number of promising developments with respect to the education of adults will stagnate" (The Netherlands). The second feature is the persistently low level of financial support.

Adult educators in most countries also face the vexing truth that only a small segment of the population is touched by their provision, a segment which unfortunately corresponds to the educated élite. The problem of how to assist the mass of people who have experienced little or no education is currently the dominant concern of adult educators almost everywhere.

CHAPTER II

STATE RESPONSIBILITY, LEGISLATION AND CO-ORDINATION

28. Responsibility of the State

28.1 In many Member States the provision of adult education has evolved haphazardly, without much, if any, official financial support and in isolation from the central educational system. The result is that no immediately recognizable pattern is usually visible and the co-ordination of activities is minimal. In the United States of America the link between providing agencies "defies clear and orderly explanation". In common with many governments the Finnish government has so far deliberately allowed adult education to flourish spontaneously, apart from lightly exercised supervision:

> "Free civic education work" is a term often used in Finland in speaking of adult education. Particularly important here is the word "free": it indicates that education outside the schools, university and vocational schools proper depends mainly on the activeness of the citizens themselves.
> Society plays a small a rôle as possible in this work and gives adult education maximum internal freedom. The laws and statutes on this usually concern the financial support offered by society, while the work itself is left to those concerned, the State merely keeping a reasonable eye on standards. (Finland)

28.2 Today, however, the sheer quantity and complexity of the educational needs of adults require that an appropriate service should be organized on a nation-wide scale as comprehensively and efficiently as resources will permit and in unison with the school system. No longer is it practicable to rely upon unstructured, unco-ordinated and largely amateur effort.

> While we realize that a national system of continuing education will not solve all out national problems, we are sure that none of them - poverty, automation, expanding knowledge or economic growth - are at all solvable without such a concept. (Canada)

Bolivia sums up the consequences of not planning: "The absence of adequate planning and the shortage of economic resources were obstacles to the development of literacy between 1960 and 1970". It follows that the active intervention of governments has become imperative. Poland refers to the need "to establish an organ endowed with the right to direct the whole field of adult education".

It does not follow, of course, that the provision of adult education should be a State monopoly but rather that the State should ensure that adequate provision is made by one means or another.

29. The returns to adult education approach

29.1 From a national standpoint it is no longer possible to consider the provision of State education in isolation from the general goals of economic, political and social planning. This is particularly true of economic and social growth and development. The public and private investment in capital goods has to be simultaneously and adequately supplemented by a parallel investment in the supply of knowledge and skills among the working population, for when skilled persons are wanting, economic and social progress will obviously be impeded. During the Sixties there was thus growing interest in the conception of purposeful planning of national education systems.

29.2 The emergence of this interest has affected the specific provision of adult education in two ways. First, it has exposed the inherent inter-dependence of the several sectors of education. Secondly, it has pointed to the necessity of raising the overall efficiency of the working population by devising effective policies for human resource development. In turn, this has caused many governments to plan publicly financed adult education programmes, especially in the area of industrial training, within the context of projected manpower requirements. The urgent need to raise the productivity of agricultural workers in developing countries has been particularly recognized; significantly, it was only in 1970 that the first world conference on Agricultural Education and Training was held in Copenhagen.

29.3 In brief, what economists term "the returns to education approach" is becoming a feature of the national planning of education.

30. Legislative measures

30.1 To professional workers in the field and to a growing band of public officials it has long been evident that no adult education service will prosper unless underpinned by solid financial support from the central treasury and mandatory laws and regulations specifying the minimum standards to be maintained. Experience has shown that regulations recommending but not enforcing official support carry little weight with ministries of education and virtually none with local government authorities. During the Sixties there were welcome signs that a number of governments were prepared to make statutory arrangements both to raise the status of adult education and to co-ordinate the activities of governmental and, where appropriate, non-governmental agencies. Some Member States have set up statutory Adult Education Boards; others have appointed working parties to investigate the whole field of adult education and to make recommendations regarding its administration. In Japan, for instance, the Social Education Council published in 1971 a Report of Social Education in a Rapidly Changing Society, which incorporated the findings of a far-reaching investigation. Australia suggests the need for a searching national survey. The remit of an Advisory Council on Adult Education, recently appointed by the Ministry of Education and Culture in Israel, is to reappraise "the existing situation, the outlining of policy and the study of particular problems in the field of adult education in Israel". (Israel)

30.2 Few Member States have so far promulgated legislation formally prescribing statutory support for adult education. In the Union of Soviet Socialist Republics and in the other socialist countries of Eastern Europe adults up to the age of 35 or thereabouts are legally entitled to take advantage of any course or courses offered by the State system of education for which they are academically eligible and for which places are available. In Norway, State support for a comprehensive system of adult education was guaranteed by Stortingsproposjon nr. 92 of 1964.

> The adult training is aimed at giving each individual the best possible opportunity during his adult life to satisfy his desire for knowledge and to qualify him for his vocation and community life in general. (Norway)

In Baden-Würtemberg in the Federal Republic of Germany the Gesamt Plan für ein Kooperatives System der Evwachsenenbildung issued by the Kultur Ministerium envisages adult education as a major institutional concern of the overall educational system, having a high claim on public finance. In some countries legislative acts have been passed in support of specific types of programme. In the United States of America for instance:

> During the decade the Congress passed more than twenty pieces of legislation in support of adult education. In the Higher Education Act of 1965, the Congress encouraged higher educational institutions to form partnerships with their communities, to mount educational programmes directed to problems of housing, land use, recreation and adult education (United States of America)

In Costa Rica the law states that "technical education is open to all those who wish to pursue a career of a technical or vocational nature at the middle level"(1).

30.3 In several Member States there are laws relating to literacy. In Turkey for example:

> According to existing laws, employers employing about a hundred employees are required to provide adult education and literacy courses for their employees. (Turkey)

30.4 Several Member States have passed laws affirming equal educational rights for women. In Italy men and women have now been placed on the same footing as regards educational rights and there is no legal impediment to the access of women to all types of technical and vocational education. The Hungarian Ministries of Education, Labour and Health "...emphasize that the Constitution ... gives women equal and identical rights with men and that this equality is carried through in the Statutes governing the educational system and the various types of educational establishment". The Constitution of the Polish People's Republic (25 July 1962) states that "women enjoy the same rights as men in all fields of public, political, economic, social and cultural life. This equality is guaranteed by equality of access to employment and education, and by legislation protecting mothers and children"(2).

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(1) Unesco, Comparative Study on Access of Girls and Women to Technical and Vocational Education (Paris, 1968), p.12.

(2) ibid., p.12.

31. Legislation relating to work release and paid leave

31.1 One way in which governments can encourage the educational aspirations of adults is by compelling employers to allow their employees time off for study on paid leave(1). The I.L.O. conceives paid educational leave:

> "... as freeing wage earners and salaried employees for various educational purposes during their normal working time, for specified periods and without loss of income, granted under statutory provisions, collective agreements or other types of arrangements(2).

Appropriate laws exist in Belgium, Canada, Czechoslovakia, Denmark, France, Federal Republic of Germany, Hungary, Poland, Romania, U.S.S.R. and Yugoslavia:

> Chapter X of the "Fundamentals of the Legislation of the Union of Soviet Socialist Republics and the Union Republics Concerning Labour" provides for privileges for workers and employees combining work with study. According to Article 84 of the "Fundamentals", persons studying in schools for adults while continuing their production work have the benefit of a shortened working week or shorter daily working hours and continue to be paid the normal wages. (Union of Soviet Socialist Republics)

> There are numerous facilities for helping adult learners. The main one is that tuition is completely free. We have a system of fellowships for workers which is planned according to the requirements of the development plan and of the merits of the candidates. There are legal measures which govern paid study leave and help thousands of workers to reach secondary and higher study levels. There are special working hours for workers who follow university studies. (Cuba)

> The government allows manual workers who are engaged in studies a reduction of the day or week without loss of salary, and supplementary paid leave during the period of intermediate and final examinations. (Ukrainian Soviet Socialist Republic)

The Federal Republic of Germany is prepared under the terms of the Federal Law to Promote Employment to offer "extensive compensation for expenses and loss of pay or income. Family maintenance is also to be ensured during this period". Compensation amounted to a mere DM 4.6 million in 1962 but had risen to DM 572.3 in 1970. The total expenditure on compensation for 1971 reached the high order of approximately DM 1,000 million.

31.2 Uniquely, in France, the legislation relating to paid leave recognizes the individual's right to undertake full-time training for his own benefit rather than that of his employer.

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(1) It is significant that the International Labour Organisation has included the question of paid educational leave in its agenda for the session of the International Labour Conference in 1973.

(2) I.L.O., Paid Educational Leave: Report prepared by the International Labour Office (Geneva, 1971), p.4.

31.3 In some Member States governments recommend employers to facilitate work-release for their employees but do not constrain them to do so by law. In some countries where such a prescription exists it is, unfortunately, not implemented. In Ecuador, for example, illiterates have the right to one hour per day off from work in order to attend literacy classes but seldom take advantage of it.

32. Centralized supervision

32.1 Virtually all governments now accept at least some responsibility for the provision and control of adult education services. In practice, however, there are widely varying degrees of government involvement and a gulf between those governments which regard adult education as important a branch of education as any other and a larger number of governments which treat it as a marginal concern.

32.2 Clearly absolute separation of adult education and general education services is usually impossible if only because it is a very rich country indeed which can afford to set up free-standing buildings and to employ great numbers of full-time teachers of adults. The problem of integration is blurred, moreover, by conflicting interpretations of what it means. Evidently for some countries it implies neither more nor less than offering adults exactly the same courses and syllabuses, taught by the same methods, as are found in the schools or in higher education institutions. Indeed, several countries were obviously puzzled by the question about integration posed in the Questionnaire, since the duplication of the school system just described is so unacceptable to them as not to warrant serious consideration. Some countries, however, interpret integration as implying the practical application of the life-long learning ideal. Thus Czechoslovakia regards the education of adults as an organic part of its global provision of education. And Austria envisages:

> The recognition of the fact that adult education plays as important a rôle in the education system as schools and universities, and a closer co-operation between adult education and the other branches of the education system. (Austria)

In Yugoslavia, in 1970, the Federal Assembly approved a resolution that education and social (adult) education should be integrated.

32.3 The relationship between adult education and the general education service raises an issue of fundamental importance. Four approaches can be discerned:

1. To regard all adult education services as quite distinct.

2. To distinguish between formal programmes for adults which are incorporated in the general service, and out-of-school education programmes which are administered separately.

3. To embody a comprehensive adult education service within the general service but in practice to finance and administer it separately.

4. Effectively to integrate a comprehensive adult education service with the general service.

33. A separate service

33.1 Several Member States, including Bolivia, Brazil, Burma, Burundi, Colombia and Ghana, Haiti, Indonesia, Libya and Peru see advantages in treating adult education as a separate entity. For Zaire the aims of adult education and school education are quite different. "While the former seeks to give the adult good habits and new development techniques to sustain his activities, the second aims at training the citizens of tomorrow."

33.2 Several Member States highlight the separation of the adult education service from the general education service by placing it under the control of a ministry other than a Ministry of Education:

> In Jamaica, the Ministry of Youth and Community Development has been assigned the responsibility reflecting its rôle in out-of-school education, and in meeting the pressing needs of youth and national development through community self-help. (Jamaica)

In Jordan:

> Agricultural guidance operates independently of other educational activities the separation was deliberately decided ... in order to enable the officers concerned to dedicate themselves to agricultural activities rather than diversification and dispersal of efforts. (Jordan)

33.3 Some professional adult educators are opposed to control by ministries of education on the grounds that they are inflexibly preoccupied with primary, secondary and higher education. In practice, they will always subordinate the needs of adult education to what they consider more pressing scholastic needs. This scepticism would seem to be justified by the Indonesian Report:

> The second period (1966-1970) began with a change in the governmental structure, in which the institute for adult education was given a lower status in the Ministry of Education and Culture. This arrangement was, of course, not favourable for the execution of the programmes, in terms of personal, budget and other resources. (Indonesia)

Justified also by this statement:

> Adult education is organized separately from the education of children and adolescents, but remains within the Ministry of Education. Consequently, adult education has often been viewed as merely the extension of school education. There is very little awareness of adult education as a distinct form of education with its own unique pedagogic problems. (Ceylon)

33.4 The Sudan points out that a Ministry of Education may be too over-burdened to give due attention to adult needs. Its own outstanding problem, the high level of illiteracy, is so formidable that the Ministry of Education should not have to face it alone:

> Illiteracy is the key problem in the Sudan. It should not be the responsibility of the Ministry of Education only, as the Ministry of Education is already over-burdened by its responsibilities of providing general education to children and adolescents. (Sudan)

34. Integration combined with separation

Many Member States draw a distinction between formal education and out-of-school education. "...adult education is organized partly separately and partly in conjunction with education for children and adolescents". (Iraq)

> In the Union of Soviet Socialist Republics there is a single system of school education for children and adults and, consequently, unified planning, administration, financing and content. Schools for adults, however, work as independent establishments and by and large have their own teaching staff. (Union of Soviet Socialist Republics)

Such Member States allocate responsibility for the formal side of adult education - in practice, this means courses leading up to public examinations - to the Ministry of Education but charge public boards or non-governmental agencies with the responsibility for out-of-school education. In several Member States important types of adult education programmes such as literacy and industrial training programmes are allocated to a particular ministry; in Zambia, for example, literacy programmes are the responsibility of the Ministry of Community Development.

35. Incorporation without integration

Formal incorporation within the educational system but without effective integration is a common arrangement. Usually this entails the Ministry of Education making a financial allocation and supplying some administrative facilities but not otherwise intervening in the planning or supervision of the adult education service. Thus, in Niger, the adult education service is essentially independent but relies upon the Ministry of Education for "personnel, finance and high-level administration". (Niger)

Chile points out that:

> In spite of the fact that out-of-school education is administered by the Ministry of Education, it is possible to combine it with school education only to a limited extent. (Chile)

36. Integration with the educational system

In several Member States which have recognized the importance of life-long learning there is in process a radical reform of the whole educational system. This reform entails treating the education of adults as an integral part of the whole educational process. Thus,

> In the Czechoslovak Socialist Republic adult education is part of the single, uniform system of the education of children, adolescents and adults. Within this system, adult education is conceived as an organic entity. (Czechoslovakia)

Other Member States also conceive adult education as being indissolubly incorporated within the total educational system.

37. Advantages and disadvantages of separation

37.1 As enumerated in the replies to the Questionnaire the advantages of providing adult education services independently of the State system of education are as follows: it permits the pursuit of a broad spectrum of goals; it enables institutions to evolve in response to felt needs and to modify their policies in the light of changing needs; it improves no limit on the number of institutions that may operate; it encourages democratic participation; it symbolizes the distinctiveness of adult education and ensures that it does not become a poor relation of the educational system.

37.2 The disadvantages of providing a separate service are as follows: it lends to the neglect of some types of programme and to wasteful duplication of others; it lends to inefficiency in the use of scarce resources; it lends to additional expenditure. Malta points out: "... the financial advantages of the (integrated) system far outweigh the disadvantages"; when separated from the State educational system adult education will always be starved of money; it makes for difficulties in awarding certificates with the imprimateur of the Ministry of Education or Public Examining Boards; it makes for difficulties in recruiting competent full-time staff because educators tend to feel insecure when employed outside the State system.

38. Types of Integration

Divisions of adult education

38.1 The commonest method of integration is to create a division of adult education within the Ministry of Education. In the Philippines, which took this step as long ago as 1947, control and general supervision of adult education on a nation-wide scale is vested in the Adult and Community Education Division of the Bureau of Public Schools. This Division consists of four sections, each respectively dealing with: promotion; leadership training; research and evaluation; curriculum and publications. There is a hierarchy of supervisors appointed from the provincial down to the local level, who are required to undergo pre-service and in-service training. In Cuba:

> ... there is within the Ministry of Education: five vice-ministries, one of which is that of Adult Education ... (Cuba)

Nigeria states that:

> The Central Adult Education Authority should be an important division of the Federal Ministry of Education - just as the States should have adult education units in their Ministries of Education. (Nigeria)

In 1968, the Government of Colombia created a division of adult education within the Ministry of Education. Other countries to have done so include Liberia and Venezuela. Located within the Ministry of Church and Education, the Department of Adult Education in Norway is on precisely the same level as other departments.

38.2 Adult education boards

In relation to the national planning and control of adult education a notable innovation has been the creation of statutory boards, charged with the dual function of fulfilling the State's obligation to provide a nation-wide service and co-ordinating the various agencies in the field.

The Singapore Adult Education Board was constituted by the legislative assembly in 1960. Its chairman is directly responsible to the Minister of Education, who makes an annual grant towards running costs. Besides arranging a large number of classes and activities on its own account, the Board assists other bodies, undertakes applied research, publishes material and disseminates information.

The aims of the Kenyan Board of Adult Education, set up in 1966, are:

> to advise the Minister of any matter relating to adult education including the formulation of courses and syllabuses, the establishment of residential and non-residential institutions, the use of museums, libraries and the media of mass communications, and the provision and award of scholarships and bursaries;
>
> to stimulate and encourage activities in adult education; and to report annually to the Minister on the progress of development of adult education. (Kenya)

The Indian Government has recently created a Central Board of Social Education and Zambia intends to establish a board during its second five year plan.

39. The State and non-governmental organizations

39.1 Since the Montreal Conference the assumption of the main responsibility for adult education by the State has been accelerated and few governments question that the educational needs of adults are too costly to satisfy and too complex to be left solely or mainly to the initiative of non-governmental organizations. Some countries, indeed, uphold the principle of planning and supervision by the State. "In Cuba, education is a matter which concerns the government." (Cuba)

At the same time, several governments continue to believe not only that non-governmental agencies should have absolute freedom to operate but that they should be given every encouragement, including generous financial support, to complement the services provided by the public authorities. Persuaded that non-governmental agencies ensure a rich variety of programmes and the active participation of a host of public-spirited citizens, Denmark, France, Norway and Sweden severely limit government interference with the content and methods of their programmes. Financial subventions to accredited non-governmental organizations are freely granted by the Swedish Government, which is prepared to meet up to

75 per cent of group leaders or teachers' fees and to supply materials. The Department of Education and Science in the United Kingdom continues to meet between 70 and 75 per cent of the teaching costs of the Workers' Educational Association and to make an annual contribution to the administrative overheads of a number of voluntary agencies. The Indian Government sets great store by voluntary effort and subsidizes the work of many agencies. Brazil also gives generous support to non-governmental agencies. Cyprus is prepared to support those agencies judged to be doing work beneficial to the community. Austria intends to give:

> Considerably increased financial support for adult education by the State through the necessary legal measures, but leaving intact the freedom and independence of the existing adult education bodies. An education act to this effect is currently being drafted by the Ministry of Education and Fine Arts. (Austria)

39.2 Other governments acknowledge the usefulness of NGOs but insist upon co-ordinating their activities. Peru has now established "a permanent council for the co-ordination of educational activities - dependent on the Ministry of Education, which is now required to co-ordinate and to give shape, to all the adult education programmes of non-governmental organizations". Singapore is anxious to preserve the autonomy of NGOs but strictly regulates their operations:

> All institutions, whether public, non-governmental or non-public, conducting classes in Singapore must conform with the provisions of the Education Act 1970, which provides for the inspection of premises, syllabuses and other matters of the institutions by the Director of Education. ... as for official co-ordination there is none, nor is there any official intention to restrict adult education development along its preconceived lines. (Singapore)

39.3 It is to be noted that in many Member States a number of non-governmental organizations operate in more or less complete independence from the State. These include the trade unions, especially in those countries where the unions have traditionally provided a broad programme of adult education for their members, and such popular self-help movements as co-operatives and young people's and women's organizations in both urban and rural areas.

40. The problem of co-ordination

Failure to co-ordinate the activities of governmental and non-governmental organizations is a frequent cause of duplicated provision and unfilled gaps. "We are convinced of the need for the co-ordination of all activities in this field so that new programmes may be introduced in the most neglected sectors" (Ecuador). All countries agree that effective co-ordination is essential. For example:

> Perhaps the greatest need now is to get all those engaged in adult education, in government departments, in commerce and industry, in educational institutions, in labour and co-operatives, and in voluntary organizations, to realize that they are working in the same field so that they could

co-operate and co-ordinate their efforts more fully. The advantages are obvious: avoidance of overlapping in a country where both human and material resources are scarce, and the greater impact on development by the concentration of effort. (Ghana)

And, in general, there is no doubt that measures to effect co-ordination are on the increase, inspired sometimes by government, sometimes by NGOs and sometimes by professional adult educators.

41. Collaboration between government departments

41.1 A notable characteristic of recent years has been the proliferation of adult education programmes under the rubric of other than formally designated adult education institutions. Many government ministries other than ministries of education now provide instruction of one kind or another for members of the public. These chiefly include ministries concerned with agriculture, social welfare, health and labour. The miscellaneous ministries and departments providing adult education for specific purposes which were cited in the answers to the Questionnaire are as follows:

Education and Fine Arts
Science and Research
Culture and Recreation
Health
Youth and Sports
Agriculture and Forestry
Lands and Fisheries
Commerce, Trade and Industry
Labour and Social Welfare
Community Development and Welfare
Information
Posts, Communications and Telecommunications
Planning, Development and Reconstruction
Housing and Urban Development
Office of Economic Expansion
Department of Manpower and Immigration
Office of Aboriginal Affairs
Finance
Defence and Armed Forces
Interior (Home Affairs; Public Affairs)
Foreign Affairs
Religion
Justice
Police
Co-operative Extension Service
National Correction Agencies
National Parks Service

41.2 Co-ordination between ministries is obviously essential: "Educational activities are an inter-ministerial concern for they are complementary". (Madagascar). Yet in some countries conflicts of interest between and parallel provision of services by ministries are not uncommon. Competition for limited resources between community and adult education services is particularly noticeable. Adult educators constantly draw attention to this wasteful conflict, which figures prominently as an item for discussion on the agendas of professional conferences. In the Netherlands:

> A government committee has advised to investigate the organization of and the responsibility for the various government activities in the field of permanent education and (vocational) training in the cabinet period just begun. (The Netherlands)

Jamaica argues for one ministry to have ultimate responsibility:

> The diversity of activity which is embraced by adult education makes it difficult to assign to any one ministry of government responsibility for its overall position. However, its importance as a national activity necessitates its inclusion in one ministerial portfolio and one must presume that the appropriate ministry is that which has a major concern in the field. (Jamaica)

41.3 As already pointed out, one of the main functions of adult education boards is to foster collaboration among all the providing agencies.

> The Board of Adult Education was never intended as an "overlord", not even a "watch-dog" of educational ministries, but as a bridge between the various ministries and agencies, servicing and providing advice on matters concerning syllabus, institutions etc. (Kenya)

The method for achieving co-ordination is to appoint or co-opt to the board representatives of the key government ministries and the major non-governmental organizations, such as the universities and trade unions.

42. Co-ordination by the government

42.1 In the socialist countries of Eastern Europe the government co-ordinates all adult education activities at all levels. By a decree promulgated in 1971 Romania established the Council of Culture and Socialist Education and gave it the express task of co-ordinating all the educational and cultural activities in the nation. In Peru, a Permanent Council for Co-ordinating Educational Activities carries out a similar function.

42.2 Czechoslovakia has a comprehensive system of co-ordination:

> Joint plans of cultural and educational activities are drawn up in the individual administrative units/districts, cities, localities, etc. in such a manner as to co-ordinate all cultural and educational activities to prevent the useless dispersion of staff and funds. At government level there also exist agreements concluded between the individual branch ministries, the ministries and the trade unions, the ministries and the Socialist Union of Youth etc. as well as with other non-governmental organizations. (Czechoslovakia)

42.3 In Nigeria efforts which began in 1966 to establish a National Council for Adult Education were crowned with success in 1971. Exceptionally, this is a non-governmental body despite the fact that all the twelve States in the Federation are represented besides the universities, voluntary organizations, libraries and the press.

42.4 To co-ordinate adult education programmes in Thailand, a National Committee of Adult Education was set up in 1966 with the Minister of Education as the chairman and the under-secretaries from other ministries as committee members. Norway has a State Adult Education Council which initiates and co-ordinates adult education activities throughout the country. In France there is a National Council for Professional Training, Social Development and Employment, which is presided over by the prime minister.

42.5 In several Member States some degree of co-ordination is provided by national advisory groups advising on such matters as agricultural extension, industrial training and higher education. Ceylon has set up a centre under the National Council for Higher Education "to foster and co-ordinate various programmes of continuing education, to be implemented in the near future and through practically all the centres of higher learning in Ceylon".

43. National associations of adult education

43.1 National adult education associations play a vital co-ordinating rôle in many countries. Before 1960 only a few national associations were in existence; the Fédération suisse pour l'éducation des adultes, for example, dates from 1951. Since that time many new associations have been formed and the existing ones have been strengthened. The number now includes the Adult Education Association of the United States, the Canadian Association for Adult Education, "L'Institut Canadien d'Education des Adultes", the National Institute of Adult Education in England and Wales, the Scottish Institute of Adult Education, the Australian Adult Education Association and the New Zealand Adult Education Association. Sweden contains no fewer than twelve adult education associations, which recently federated into a national association. In the Netherlands:

> ... an important organization in the field of adult education is the "Dutch Centre of Adult Education". This centre aims at: promotion of co-operation and of a co-ordinated policy of the members associated with this centre in order to stimulate adult education both in the Netherlands and in international relations. (Netherlands)

National associations exist also in Austria, Belgium, Denmark, Finland and Israel. In Yugoslavia there is an association for adult education in each of the republics.

43.2 Some national associations are subsidized out of State funds whereas others depend upon membership and affiliation fees. Each performs some of or all the following functions:

1. To provide a national forum for discussions about adult education.

2. To collect and disseminate information.

3. To maintain a library and documentation centre.

4. To undertake research.

5. To initiate experimental projects.

6. To issue occasional reports or statements regarding the general status or special aspects of adult education.

44. Co-ordination at the local level

Co-ordination at the local community level is a crucial requirement. In Sweden "many municipalities have established adult education councils consisting of representatives of the local education authorities, educational associations, library, trade union organizations, and sometimes folk high schools". In addition, there are county adult education councils and associations. Norway has local councils to co-ordinate a broad variety of adult education programmes including formal academic courses and vocational training. In each nome or local district in Greece there is an Adult Education Nomarchy Committee responsible for the control of evening primary schools and Adult Education Centres. The United States of America refers to the formation of many voluntary co-ordinating councils at the community level. In Canada, "more and more local advisory committees, consisting of the people to be served, are involved in assessing the needs of the community and in advising on matters of curriculum". "At the small town and village level relations between the local school and cultural agencies are very close." (Romania)

45. Professional associations

A significant contribution to national and local co-ordination is made by professional or para-professional associations of adult education. Such associations have multiplied since 1960 and there has been a marked improvement in their effectiveness.

46. National consumer associations

In some Member States national consumer associations help to foster coordination and to exert public pressure on governments. Workers' Educational Associations continue to exercise considerable influence in many countries.

47. Providers of adult education

A significant amount of provision is made by miscellaneous organizations which do not identify themselves with the mainstream of adult education; for example, broadcasting stations and commercial correspondence schools. The problem arises whether or not such organizations should be involved in co-ordination schemes and, if so, to what extent. The Netherlands reports that provincial and local authorities are showing interest in this aspect of co-ordination.

48. Methods of co-ordination

Methods of co-ordination among institutions include: convening regular meetings to determine policies, resolve problems and reconcile conflicts of interest; organizing workshops and seminars on matters of common concern such as the training of personnel; the formation of ad hoc working parties or study groups to examine particular areas of adult education and to make recommendations.

49. Conclusion

When considering the need for the systematic national provision of adult education, it is necessary to appreciate that it is futile to seek for an ideal model. Every country confronts different demands and problems and has its own established ways of dealing with them. At the same time, the resemblances between national adult education systems are manifestly increasing. As national educational systems increasingly reflect the need for life-long learning, so the tendency towards greater uniformity will be accelerated.

CHAPTER III

FINANCING AND ADMINISTRATION OF ADULT EDUCATION

A. FINANCE

50. The financing of adult education

In almost every country in the world the main problem facing adult education institutions is a chronic shortage of funds. Nearly all educational institutions complain that they could do with more money, but there is no room for doubt that adult education agencies consistently receive inadequate financial backing from the public authorities. A recent survey conducted by Unesco, for example, showed that 19 out of 39 countries which answered a questionnaire spent less than one per cent of their total educational expenditure on adult education; ten spent 1% - 2%; six spent 2% - 3%; four spent more than 3%(1). In the absence of reasonable and guaranteed levels of public financing it is obviously unrealistic to entertain long-term development plans. "Future expansion will depend upon the availability of additional finance. It is little more than a mental exercise to define additional areas of adult education, if funds are not available to service them" (Australia). In countries where governments leave the provision of adult education largely to private enterprise, administrators not only become personally frustrated but fail to offer a comprehensive service when forced to devote a disproportionate amount of their time to fund raising.

51. Sources of finance

51.1 Professor S.G. Raybould has argued that the way in which an adult education programme is organized and its content depend upon the sources and methods of financing. There is compelling evidence in support of this hypothesis. It certainly seems true that the main reason why, until very recently, the United Kingdom concentrated on liberal studies was because government money was awarded for that purpose and that purpose alone. It is also obvious that in many countries where wealth is scarce a government is likely to sustain only those forms of adult education activity which conform with its plans for national development.

51.2 Adult education agencies are financed from one or more of three sources:

1. Public funds. Money from this source may derive from ordinary central or local tax revenue, or from an enforced levy as in the Gezira in the Sudan.

2. Private funds.

3. Students' fees.

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(1) Unesco, Office of Statistics: annual questionnaire on educational finance, 1968-1969.

52. State financing

52.1 There is general agreement among Member States that a system of adult education of solid substance can be provided only if the State furnishes the lion's share of the requisite capital expenditure and recurrent annual grants. The question remains open, however, whether the State should be a direct provider or contract out, all or a part of the service to non-governmental agencies. In practice, most States have chosen to act as direct providers. A minority continue to act as far as possible through non-governmental organizations.

52.2 Whether the State is a direct provider or not, the key factor is the actual scale of its financial commitment. Throughout the sixties adult educators and public officials and politicians sympathetic to their work were repreatedly at pains to stress that it was no good for government spokesmen to express admiration for their programmes unless they were prepared to release significant sums of public money on a regular basis. Whereas, they pointed out, the formal sector of education is sure of receiving each year a large slice of the national cake, adult education is in receipt of a miniscule income and often has to face up to unexpected cuts. A common complaint of adult educators gathered together in conclave almost anywhere in the world has been that the adult education service is the last to be subsidized and the first to have its expenditure cut back in time of economic stringency.

52.3 Uncertainty about the continuity and size of future income has led delegates at a number of conferences since Montreal to urge that a fixed percentage of the total educational budget should automatically be set aside for adult education. At the 1964 meeting in Addis Ababa of African Ministers of Education, for instance, it was resolved that four per cent of educational expenditures should be devoted to adult education - but that resolution has nowhere been followed up.

52.4 To estimate even the approximate expenditure of public authorities on adult education is difficult because they seldom enter it as a specific budgetary item in their ledgers. A further difficulty is that ministries other than ministries of education spend undisclosed sums on such sectors as agricultural extension.

The expenditure of some local government authorities also appears to be an unknown factor. "There is no information on this subject" (Mexico). "Exact information on this subject is not available. A research project is now being planned" (Israel). Several Member States state that no financial statistics are available. There is a notable paucity of data about non-governmental expenditure.

Out of 32 countries supplying data to Unesco on the financing of adult education, four out of seven developed countries indicated that the State provided more than 50 per cent of the funds, the United Kingdom reported 45 per cent, Poland 11.3 per cent and Switzerland only 2 per cent. Nineteen out of twenty-five developing countries reported State expenditures higher than 50 per cent of the total(1).

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(1) Unesco, Office of Statistics, op.cit.

52.5 In 1969, the Board of Adult Education in Kenya undertook an inquiry into the financing of adult education. Two interim findings are of interest. The first is that during:

1969/1970 there was an increase of more than 6.4% over 1968/1969

1970/1971 there was an increase of 14.5% over the estimates for 1969/1970

The second finding relates to the breakdown of the national expenditures on adult education, viz:

Kenya government	65%	Fees	1.80
East African community	5.8%	Licences	2.5
Local authorities	0.6%	Sale of products	1.61
Foreign aid	19.3%	Donations	0.5
		Members' subscriptions	0.24
		Fund raising	0.6

52.6 A number of countries report a drop since 1960 in the percentage of their educational expenditure devoted to adult education. Thus the Colombian percentage for 1960 was 2.5 per cent as against 0.7 per cent in 1970. The Dominican Republic also records a drop since 1960. In Austria expenditure on other sectors of education has "... risen steadily ... while remaining rather unchanged in adult education" (Austria).

52.7 The general picture is far from bleak. Paraguay records an increase in expenditure from 0.2 per cent in 1965 to 0.7 per cent in 1970; Kuwait more than doubled its expenditure between 1966 and 1971; expenditure in Greece increased by more than 130 per cent between 1961 and 1970. Between 1960 and 1971 the expenditure of Saudi Arabia was almost quadrupled. Thailand reports a very sharp increase. Expenditure within the Federal Republic of Germany has risen, as the following statistics from Bavaria alone bear witness:

1969 - DM 2,755,000

1970 - DM 4,087,000

The United States of America reports that:

> Almost every unit of the Federal Government has some funds allocated to the education and/or skill training of adults. The amount of funds spent for adult education by the Federal Government is in excess of $3 billion.

And Canada confirms the North American trend of rapidly increasing public expenditure:

In so far as the financing of adult education is concerned, the dominant fact of the Sixties was undoubtedly financing in the public sector, which in one province alone (Quebec), with a population of 5 1/2 million, went from about $500,000 in 1960 to $50 million in 1970 for the secondary level alone, plus a further $50 million in training grants to enable workers to attend full-time vocational courses.

Jamaica records "the more than doubling of total amounts spent on adult education and also that spending on adult education has been twice as fast growing as that for child education".

Striking statistics are produced by Sweden where the total expenditure for 1970 on all forms of adult education reached a total of Kr.505 million, or ten per cent of the educational budget. Sweden's aggregate expenditure in 1971-1972 is estimated at Kr.1,405 million, of which Kr.1,130 million comes from State funds.

52.8 A financial measure recently introduced in Nigeria is noteworthy. In that country ten per cent of the income accruing from the Industrial Training Fund is to be given as a grant-in-aid to other aspects of adult education.

52.9 An argument in favour of a substantial rise in State expenditure now being forcibly advanced is that many adult education programmes contribute to national development or have important side benefits:

> ... the trend towards combining all the sources of financing (including funds from both public and private sectors of the economy, from industry, foundations, individual contributions, shares in profits and shares in investments) in such a way that financial provision for adult education is becoming a prerequisite in development projects, and is being included among development priorities(1).

52.10 It is to be noted that State financing of adult education should not be administered haphazardly:

> Decisions on the allocation and efficient use of public funds for adult education ought to rest with an inter-ministerial committee, in case more than one department is involved. (Austria)

53. State financing of non-governmental organizations

53.1 Some Member States generously finance the activities of non-governmental organizations. Sweden, for example, has greatly increased its grants to Folk High Schools and Study Circles during the past decade.

Other Member States do not give any financial support at all to NGOs. "There is no financial aid extended to non-governmental organizations". (The Philippines)

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(1) A. Deleon, "What's new in adult education, a tentative answer" in Convergence, Vol. iii, No. 2, 1970, p.61.

53.2 Some Member States do not make direct financial grants but assist NGOs in various ways which substantially reduce their costs:

1. By supplying class room and other physical facilities free of charge.
2. By supplying qualified teaching staff and paying their salaries.
3. By giving expert help with regard to such exercises as curriculum design.
4. By making adult education specialists available to tender assistance.
5. By supplying textbooks.
6. By conceding tax benefits.
7. By providing capital grants for specific purposes.
8. By providing foundation grants (the limit of the help given by Ecuador).

53.3 Canada draws attention to a decline in public support for the non-profit type of non-governmental activity, which it considers should be arrested:

> This marked drop in funds in the Sixties was indicative of an approach to education that is being reconsidered. (Canada)

54. Funds from non-official sources

54.1 Programmes financed out of private resources are largely to be found in Western Europe, North America, Australia, New Zealand and Japan, which records that the overwhelming proportion of the national expenditure is privately financed. The bulk of this expenditure is borne by industrial and commercial firms, some of which invest vast sums of money in the training and retraining of their employees. In the United States of America, for instance, it has been suggested that the gross expenditure on training and educational schemes by private firms exceeds the gross State expenditure on all forms of education. In 1970, the General Electric Company alone spent $3 million on its educational programme.

54.2 Collective bargaining by trade unions is also leading to an increase in the educational expenditure of industrial and commercial undertakings. In the United States of America:

> During the decade of the Sixties there has been a trend for major unions to write educational funding in the union contract. This suggests a combination of Union funds and business funds being intermingled in a common education expenditure. (United States of America)

55. Students' fees

55.1 There are two extreme views about raising income from students' fees. At one extreme there are those who believe that adult education facilities should be provided free of charge. "In this country education is absolutely free. No fees are requested from adult learners, as to learn is for us a duty" (Cuba). "Adult students ... receive free tuition, whatever form it takes" (Bulgaria). "Students do not make any financial payment. Instruction and teaching materials are free" (Spain). "Adult education is free in the Central African Republic." At the other extreme there are those who believe that students should pay not simply an economic fee but a fee large enough to yield a net profit to the providing agency. |

55.2 One argument consistently propounded in favour of charging student fees is that people only value that for which they have had to pay, however nominal a sum it may be. A second argument is that students' fees may well be a vital source of income. There is, thirdly, the argument that fees should be charged to those who can afford to pay them in order that the less affluent may be subsidized. And, finally, there is the view that since competition between private institutions ensures continual improvement in educational services and prevents stagnation, it is necessary to leave the fixing of fees to the free play of supply and demand.

55.3 The arguments against charging fees may be reduced to two. The first is that poor and under-privileged persons will be penalized because of their inability to pay fees. The second argument is that when agencies are obliged to raise a significant part of their income from student fees their aims soon become market-oriented.

55.4 In some countries there is a growing tendency to adopt a sliding scale of fees. In Trinidad "... if the student is not in a financial position to pay, the charge is waived". As a general rule fees are charged to students who can be expected to profit occupationally from a course. Some countries charge fees for secondary level but not for primary level courses. In some countries those who regularly attend a given course and reach the highest level of attainment may continue to attend but only on condition that they pay a sharply increased fee. Attendence at so-called "luxury" courses, for example, learning how to play golf or taste wine, frequently entails payment of a very high fee. By contrast, such groups as the disabled, the mentally retarded, immigrants and retired persons are allowed to attend free of charge or for a strictly nominal fee. Some countries, for example, in Scandinavia, will provide loans in order to enable adult students to attend courses leading to an academic qualification.

55.5 Sometimes participants are simply required to pay for equipment and materials. "The adult learners contribute with a small fee which is assigned to pay the costs of equipment and material." (Panama)

55.6 It scarcely needs saying that in relation to many developing countries the whole discussion about fees is purely academic since a majority of the population cannot afford to pay them. At the same time, it is worth noting that some adults in rural areas are expected to pay in kind:

> From the beginning of 1971 adults will be required, under the terms of the regulations relating to their education, to pay fees in kind (foodstuffs and other goods). (Gabon)

55.7 Local communities are frequently provided with teachers, teaching aids and learning materials free of charge on condition they provide accommodation.

56. Books and learning materials

As a rule, participants are expected to buy their own books and learning materials. Iraq, however, provides books and reading materials free of charge and, in common with many countries, Ethiopia makes only a nominal charge for textbooks and writing materials.

57. Tax benefits

57.1 Of exceptional interest is the Japanese practice of allowing adult students to claim relief from a consumers' tax against their expenditure on specified types of courses.

57.2 Some countries exempt private educational institutions from taxation.

58. Instructors' fees

As with students' fees there are two extremes of opinion about paying fees to instructors. At one extreme there is the view that adult education is a social service and that teachers are under an obligation to give a class or a lecture for no more than their necessary expenses. At the other extreme there is the view that teachers should be paid the professional rate for the job. It is impossible to lay down hard and fast rules in this matter. In cultures where dedication to the public interest is deeply entrenched, then teachers will give their best for no material reward. The experience of Cuba during their 1961/1962 campaign against illiteracy and the general experience of Burma and China demonstrates that the large-scale employment of full-time salaried school teachers and students on a voluntary basis is possible in some societies. By contrast it is the experience of adult educators in other countries that if teachers are not paid competitive fees and expenses, the service will suffer.

59. Fund raising

59.1 A great many agencies try to augment income by fund raising, particularly by making appeals to industry and to foundations. Agencies in developing countries often look for help outside their national boundaries. During the period under review aid from national governments and international bodies in support of programmes in developing countries greatly increased but became more restrictive. There were two kinds of restriction: the first was in respect of the type of programme; the second was in respect of the duration of aid. In general the new practice has been to fund an innovative programme for a specified period of time on the understanding that the recipient country should eventually take it over and extend it on a regional or nation-wide basis. From the point of view of both the donor and the recipient countries this has proved to be a fruitful arrangement. Several of these aid schemes, involving such matters as correspondence instruction, are referred to in subsequent chapters.

59.2 In Brazil some income for educational purposes is derived from "the percentage of 6.75% of the gross revenue of the sport lottery, about 62 million cruzeiros".

B. ADMINISTRATION

60. The marketing approach

Having begun to look upon the provision of adult education as a consumer service, some institutions are now borrowing organizational policies and structures from the world of trade and industry. The word "marketing" has crept into their vocabularies bringing with it the implication that programmes should be directly related to express consumer needs and that they should make the same strenuous efforts to build up and retain a satisfied clientele as any commercial enterprise. To assess the nature and scope of demand for adult education marketing research techniques have been adopted.

61. Advisory services

One consequence of this "marketing" approach has been the creation of advisory services designed to inform would-be participants about the classes and activities they might find beneficial and to ensure that existing participants receive as much guidance as possible. Some municipalities have set up advisory centres to which members of the public may refer questions about any aspect of adult education. Many public authorities have prepared or commissioned another institution to prepare a directory of agencies, courses and general facilities.

62. Publicity methods

More and more adult education institutions have come to realize that they are ultimately in competition for people's leisure with skilful and aggressive advertisers operating on behalf of commercial clients. Accordingly their own publicity must be as comprehensive and as sophisticated as they can possibly make it. The result has been a striking improvement in the format of prospectuses, leaflets and posters and a resort to large-scale advertising in newspapers (by means, for example, of pull-out supplements) and on radio and television through the door-to-door distribution of leaflets. Some institutions or groups of institutions have established information centres at central locations in towns and cities. Making use of a computer the public authority in Toronto has introduced an elaborate system for advertising all the courses and activities in the city.

A number of institutions have appointed a full-time public relations officer. Others have given a staff member the responsibility for publicity among other duties.

63. Accommodation for adult users

63.1 Many adult educators recommend that there should be free-standing adult education centres or at least completely independent adult blocks within larger educational establishments. The arguments in favour of separate accommodation for adult users have now been well rehearsed:

1. When adult education agencies share accommodation with schools, they are almost invariably the victims of neglect.

2. Adult needs are so distinctive that they need to be met in a special kind of environment.

3. Rooms and facilities in dual use are seldom available to adults at convenient times.

4. Many existing educational institutions are inconveniently sited and imperfectly constructed from an adult point of view.

63.2 Specific objections to using primary and even secondary schools are perennial. In addition to the above points critics comment that headmasters (principals) and teaching staff are hostile, that the school equipment is usually locked away at the end of the school day, that the office and common room facilities of the day-time staff are not available, that there are no suitable common rooms for the use of adults, that caretakers (janitors) behave like lords of the earth - the list is legion. But when all these criticisms have been ventilated, it now seems that the joint use of educational facilities is likely to prevail for the following reasons:

1. Educational expenditure as a proportion of national expenditure is escalating at such a rate that public authorities are obliged to seek economies in building. This is as true of highly industrialized countries as poor developing countries, where the possibility of building separate accommodation is in any case demonstrably utopian.

2. New schools in the majority of countries are far more attractive to adults than those built years ago. Moreover, many public authorities are now disposed to bear in mind adult needs when designing new schools (examples are given in chapter 6 below, page 87).

3. As the concept of life-long integrated education gains wider circulation, it is becoming illogical to hive off adult education activities from the rest of the educational service.

4. In at least some Member States, the training of school teachers includes an attempt to arouse their interest in adult education.

63.3 Meanwhile, since the Montreal Conference there has been unparalleled effort in many countries to design buildings for adult use or at least to ensure that essential facilities are available.

> All the evening and correspondence schools of the Republic are provided with centres indispensable for study, offices, laboratories, libraries. (Ukrainian Soviet Socialist Republic)

If one were to assemble the best architectural features of the centres which have recently been constructed or developed, one would finish with a model building incorporating the following features: an auditorium; classrooms furnished with comfortable chairs and desks easily moved around; seminar rooms; workshops; crafts rooms; a gymnasium; store-rooms; offices; a teachers' workroom; a refreshment room; rooms for social groups; a library; a language laboratory; an audio-visual aids room; a crèche; a technicians' room; an exhibition area; an outside recreational area equipped with flood-lighting.

63.4 Several trends in the use of accommodation are especially noteworthy. One is the resort to rooms and workshops in private factories and firms, not only for adults learning a manual skill but for adults taking part in general education courses. Another trend is to set aside a room or rooms in which groups of adults can view educational TV programmes with or without the guidance of a teacher.

63.5 An important innovation made by some institutions has been the open planning of rooms. This often entails having no interior walls on one or more floors in a building, thereby enabling the planning staff to exploit the space for an ever-changing variety of purposes.

63.6 Finally, far more care is being taken than in the past to site institutions in places where the maximum number of people will attend them. In this connexion the location of adult education services within factories is of particular interest.

64. Accommodation for administrative purposes

It is a safe generalization to state that in almost every situation adult education agencies are short of accommodation for office administration. The shortage is generally caused by the fact that adult educators customarily operate singly or in relatively small groups. It is, therefore, uneconomic to allow them completely autonomous administrative quarters. The result is that when they are not working from a government department or from an institution such as a school or purpose-built centre they are obliged to occupy rented rooms wherever they can find them. At the same time, those who are attending a public institution often find that their claims for office space are given low priority. In the absence of a large scale adult education service with its own network of offices dispersed throughout a country there is no easy solution to this problem. But any plans for expansion must obviously include a reference to the need for adequate administrative space.

65. Transport

Transport is often required by an adult education service for one or both of two purposes: to convey organizers, teachers and equipment from place to place; to convey participants to meetings. Some services organized on a national or regional basis now have their own transport pool. In several Member States people who want to attend meetings but who live in outlying areas are taken to and from home by public transport, which often takes the form of a regular bus service.

66. Equipment and supplies

The great majority of adult education institutions suffer from a permanent shortage of equipment and supplies. Several Member States remark that public expenditure on essential reading materials and learning aids is grossly unsatisfactory; some Member States face a severe shortage of paper. Arrangements for the storage and distribution of supplies are often rudimentary or non-existent. There appears to be a universal shortage of "hardware" and in many Member States "software", except of the most basic kind, is not available.

CHAPTER IV

PERSONNEL: RECRUITMENT, STATUS AND TRAINING

67. An emerging profession

For Arnold Hely the Montreal Conference signalled the emergence of a profession of adult education:

> The Montreal Conference and the related fringe conferences all indicated, by the character both of their membership and their deliberations, the rise of the professional in adult education(1).

Since 1960, the practical consequences have ensued: a world-wide increase in the number of full-time administrators and organizers; growing determination to raise the quality of teachers of adults, the great majority of whom continue to work part-time; the steady expansion of various types of training programmes; the appearance of many new professional associations.

68. Full-time professional staff

68.1 Apart from the almost universal lack of adequate financing the main barrier to extending and improving adult education programmes is the absence of a corps of high-level personnel capable of formulating new ideas, stimulating public interest, raising the general level of organizational and teaching competence and conducting far many more feasibility surveys. Most Member States endorse the concern of Iran and Turkey about the scarcity of professionally trained adult educators.

> The shortage of teachers and specialists, together with defective teaching methods, has been one of the impediments to the development of adult education programmes. (Iran)

> In all categories we experience a general shortage of trained personnel (Turkey)

Yet the evidence is quite conclusive that no factor conduces more to programme development than the appointment of full-time staff:

> Experience shows that the appointment of a full-time principal usually results in a quadrupling of the centre's programme within two years. (Australia)

68.2 Although Member States attach differing degrees of emphasis to the categories which are deficient, not one State is completely satisfied with the current staffing situation. Mexico and Japan report a shortage in all fields and at all levels. For Central Africa "The most serious shortage is at the level of competent staff". Not faced by a general shortage of staff Peru is concerned about the shortage of high level administration. In the Union of Soviet Socialist Republics there is an adequate supply in the formal academic sector but staffing problems exist in the out-of-school sector. Czechoslovakia is not bothered by a shortage but sees the need for higher quality and a tighter professional structure. In the United States of America the majority of adult educators were trained to work in other sectors of education than adult education.

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(1) Hely, op.cit., p.14.

68.3 In summary, the categories of staff shortages most frequently mentioned in the answers to the Questionnaire are as follows:

1. Senior administrators and planners.
2. Directors of training courses (trainers of trainers).
3. Researchers, statisticians and evaluators.
4. Curriculum design specialists.
5. Media specialists.
6. Producers of materials, including teaching aids and textbooks.
7. Writers of suitable reading material for neo-literates.
8. Agricultural extension workers.
9. Co-operative extension workers.
10. Para-professional aides.

69. Reasons for the shortage

69.1 To judge from the frequency with which it has recently been discussed at professional conferences and written about in professional journals, the scarcity of properly trained personnel has become a major preoccupation of leaders of adult education opinion. There is a dual reason for the scarcity: the lack of public funds with which to establish posts and the absence of an attractive career structure or, indeed, in some areas any career structure at all.

69.2 The majority of public authorities continue to begrudge the establishment of full-time posts. Even when generally well disposed towards adult education needs, they rely mainly upon the services of part-time workers or at best upon ad hoc appointments. Very often an official with a major responsibility for one aspect or another of in-school education is required to look after adult education as an incidental duty.

69.3 Well-qualified personnel in educational posts or in other posts having some bearing upon adult education are either unaware of the existence of careers in adult education or do not regard them as sufficiently prestigious and secure. Young graduates, especially in many of the developing countries, see no glamour in an adult education career by comparison with careers in law, journalism or similar esteemed professions. Public servants aiming at high office in educational administration regard posts in adult education as either irrelevant or no more than convenient staging posts on the long ascent to senior rank.

69.4 Nevertheless, in quantitative terms the position would seem to have improved out of all recognition since 1960. Member States which formally employed no professional adult educators now employ at least a few. Other States which formerly employed only a small number now employ three, four or five times as many.

It is in comparison with the staffing complement in other professional fields, such as social work, and with the staffing of the educational services as a whole, that the absolut- increase in the number of professional adult educators ceases to look impressive. For example, if within one country the total of professional workers has increased from five in 1960 to thirty in 1970 that represents a 600 per cent improvement. But such an apparently striking increase immediately begins to look insignificant when it is noticed that a single school or university faculty may well employ sixty members of staff!

69.5 The situation is not everywhere depressing. In some Member States and in specific institutions in others there has been not simply a percentage increase in the total of professional personnel but an increase related to a perceived need for people with particular kinds of expertise.

69.6 The vital prerequisite for the wholesale expansion of personnel appears to be the creation of a clearly defined career structure and a salary scale competitive with other areas of education. The Inner London Education Authority in the United Kingdom admittedly an unusually large metropolitan authority, has now created no fewer than eighty posts in adult education. A cadre of this size permits the introduction of a satisfactory promotion ladder and obviates the tendency for ambitious members of staff to seek senior posts in other branches of education.

70. Part-time organizers and administrators

70.1 Overall, adult education programmes are still largely planned and administered by part-time organizers and administrators, especially in the non-governmental sector. A large proportion of these part-time organizers are school-teachers anxious to supplement their regular salaries by earning additional income for evening and occasionally, for week-end work. Few of them are trained to deal with adults and many are not truly interested in doing so.

Despite a continuing chorus of criticism about the shortcomings of school-teachers as "adult educators", they remain indispensable. In Kenya, for example,

> ... the realities of contemporary Africa in rural areas, where schools are scattered far and wide and the only readily available literate men and women are school-teachers, are such that any system of adult education bypassing the local teacher is bound to take a long time to have the desired impact on illiteracy eradication. (Kenya)

70.2 If the means were available to make a reliable estimate, it would probably be found that a majority of part-time organizers and administrators are volunteers, for a good many adult education activities are arranged informally.

71. Ancillary staff

The shortage of ancillary staff is critical. Clerical assistance is generally inadequate and often non-existent, especially in support of part-time administrators. Precious few adult education institutions can call upon the services of technicians to prepare teaching materials and look after the storage, maintainence and distribution of equipment.

72. Full-time teaching staff

The overwhelming majority of teachers of adults are employed on a strictly part-time basis. Full-time teachers are to be found mostly in institutions providing formal academic courses; they are almost entirely absent from the out-of-school sector.

73. Part-time teaching staff

73.1 A striking feature of the vast army of part-time teachers is that a good number are employed in other than full-time teaching.

> ... the extension officer, the local civil servant, the employees of local companies and local government are all members of the local community and are a readily available reservoir of "instant"teachers. (Kenya)

Other important features are that they are in general poorly paid and that there are variations in the scale of tuition fees from one district to another or even within a single district. Low and irregular fees are often blamed for the dubious quality of much adult teaching.

> The organizations concerned with general academic education have great difficulty in finding teachers who are well qualified both pedagogically and with respect to their subjects because they are at present unable to pay adequate salaries due to the present insufficient support by the State. (Nigeria)

73.2 To overcome a serious shortage of trained teachers China has mobilized the services of skilled professional and manual workers, many of whom leave their urban homes in order to work in communes in the rural areas.

74. Personnel training

74.1 Very few of the full-time staff and virtually none of the part-time staff employed in adult education have undergone any professional training, though many have passed through teacher-training courses at various levels. Until recently, indeed, it was commonly assumed that adult educators required no training at all or at least not the kind of training that necessitates attendance at formally structured courses. But now the drive to create an autonomous profession and the rising sophistication of administrative and organizational procedures have combined to produce a demand for the professional training of adult educators. In France, a law passed in 1971 declared that the professional training of adult educators constitutes "a national obligation". In both Hungary and Yugoslavia there are comprehensive training programmes at all levels. In Finland training is compulsory for full-time administrators and teachers employed in State-aided institutions.

74.2 Since about 1966 there has been a spectacular increase in many Member States in the number and variety of training courses designed for full-time workers. For part-time workers of all kinds, however, the present training arrangements are minimal.

74.3 In some Member States there is at present no provision for training nor are there any plans for introducing it. "However, the training institutions, including the universities, are lagging behind as to their capacity" (The Netherlands). "Degrees in Adult Education are urgently needed" (Australia).

75. Types of courses

The following types of courses can be distinguished:

Undergraduate degree courses

Postgraduate degree courses

Postgraduate diploma and certificate courses

Short, full-time perparatory courses

In-service training courses of varying lengths

Part-time courses for part-time administrators and organizers

Part-time courses for part-time teachers

Ad hoc courses of varying duration for voluntary workers.

All these courses may be preparatory or in-service and may be attended on a part-time of full-time basis.

76. University level courses

76.1 These courses are intended for young graduates who wish to embark upon a career in adult education or for men and women who, having already done so, desire a formal training and the valuable academic award that goes with it. Notably in North America, but also in many countries in Europe, including Czechoslovakia, the United Kingdom and Yugoslavia, it is possible to obtain a doctoral or master's degree chiefly as a result of following prescribed courses. In the United States of America no fewer than 75 universities now offer master's or doctoral degree courses; an indication of the scale of this provision is that during the year 1971 the one thousandth American doctoral degree was awarded.

76.2 In the United Kingdom, in 1960, only one university was offering postgraduate courses. Now six universities are doing so. Here the key training course is the one year diploma course. In Japan, some universities offer intensive summer vacation courses of about forty days for social education directors. In Singapore it is proposed that the newly inaugurated Institute of Education should incorporate an adult education wing alongside the teacher-training programme.

76.3 Until recently, governments and institutions in the developing countries sent their personnel for training at established institutions in the more developed countries. Thus several university and government departments in places as far apart as Hong Kong and the Sudan have arranged for nearly all their professional staff to be trained in a developed country. One by one, however, the developing countries are introducing their own postgraduate courses.

76.4 Beyond the vocational training course, facilities have been extended to enable specialists to obtain research degrees or to undertake a major piece of research as part of the requirements for a degree. A pattern now seems to be emerging in which the developing countries provide their own postgraduate training courses up to the diploma or certificate level but send those who are adademically well qualified to read for a master's or a doctoral degree at universities in the more developed countries.

76.5 Adult education is included as a component in some undergraduate degree courses, in the University of Zambia, for example, with a view either to enabling education students to acquire at least some knowledge of adult education or to inducing students in other professions such as medicine to appreciate that adult education is also a profession.

77. Short intensive courses

These courses, which tend usually to last for about three months but may range in length from one to six months, are commonly offered in the less developed countries for field workers and non-graduate workers at all levels. Some of these courses are arranged by universities but the majority take place at national or regional training centres under government control. The Philippines has a national centre and at the national level India has incorporated within the National Institute of Adult Education a Department of Adult Education whose several functions include the training of Social Education officers. In Argentina the Centro Multinacional de Educación de Adultos was opened early in 1972. In 1973 the Martin Buber Adult Education Centre will be opened at the Hebrew University of Jerusalem. One of the most original schemes for short training courses is to be found in Senegal, where extension workers, selected from among the natural leaders in their communities, are trained at "Centres d'Animation Rurales".

78. Occasional seminars, conferences and workshops

This type of activity has undoubtedly increased at a great rate. The impetus has come not so much from employing bodies as from adult educators themselves, anxious to keep in touch with one another and to enhance their professional expertise.

79. Multi-purpose workers

In very recent years senior officials employing miscellaneous types of community workers - social workers, community developers, agricultural extension officers, health educators, adult educators and so on - have been leaning to the view that, if not trained in unison throughout an entire training programme, such workers should attend certain courses in common, for example, the study of social change, and share at least some training experiences. Kenya, for instance, refers to "The multi-purpose rural training centres which will combine in economic terms all the training facilities in rural areas in place of the present fragmented system of individual centres generally under-utilized". The Sudan plans to establish a Community Development Training Centre for adult educators and social workers.

80. Training part-time organizers

80.1 In spite of the widespread employment of part-time organizers, especially in evening class centres, few arrangements are made for their training and in only a few Member States is training compulsory as a pre-condition of employment.

80.2 Such training schemes as exist for part-time organizers generally take one of three forms:

(a) short courses of weekly meetings usually held in the evenings;

(b) residential courses, usually covering a weekend but sometimes covering a week or more;

(c) a combination of a period in residence with weekly meetings.

81. Training part-time teachers

81.1 Almost everywhere the ratio of part-time to full-time teachers of adults is of a very high order. In the United Kingdom, for example, the ratio is approximately 175:1. The only area in which full-time teachers are at all widely employed is that of industrial training. For all practical purposes, therefore, it can be assumed that reliance upon part-time teachers is a permanent factor.

81.2 Two perennial criticisms are levelled at the effectiveness of part-time teachers: (a) too many are rank amateurs; (b) too many are schoolteachers who cannot, or will not, modify their school-room teaching styles. Very often the low status of adult education services is due to public distrust of the teacher's competence. In general, little headway appears to have been made in coming to grips with this problem. The public authorities ignore it or shirk spending money on training schemes; the part-time teachers themselves see no advantage in surrendering some of their leisure time for training when the tenure of employment is precarious, the financial rewards small and the working environment frequently uncongenial. There are some determined government departments and administrators, however, who are experimenting with a variety of training schemes. "Training in adult teaching methods and psychology is to be put on a systematic, nation-wide basis for part-time and full-time teachers, educators, administrators and organizers." (Singapore). In Yugoslavia it is difficult for a part-time teacher to obtain employment unless he first attends a training course. In the United Kingdom several local authorities will no longer employ part-time teachers unless they are prepared to attend one, two or three year part-time courses necessitating approximately 60-80 hours of instruction. In Norway and Sweden there are abundant training opportunities for study group leaders both under the aegis of national associations and at the local level.

82. School teachers and adult education

82.1 To professional adult educators it has long been apparent that, by and large, headmasters and school-teachers are indifferent towards adult education. The majority never have anything to do with it; many of those who from time to time teach evening classes do so not out of enthusiasm but solely as a means of augmenting their salaries. Like so many other conferences, the Montreal Conference recommended that there should be a compulsory adult education component in all teacher training courses. Twelve years later it is plain that this recommendation has made only a slight impact. Yet, in many countries their services are indispensable. Kenya refers to the possibility of restructuring the teacher training syllabus at all levels and professions.

82.2 Several Member States have begun to take appropriate action. The Ministry of Education in Tanzania requires that adult education should be a compulsory course in all teacher training colleges with a view to producing multipurpose teachers able to handle adults and children alike in teaching situations. In Sweden, a bill relating to the training of Folk High School-Teachers, approved in 1969, stipulated that in the regular teacher-training course more attention should be paid to the different facets of adult education. Nigeria declares: "Training in adult education methods and techniques should be available at all levels, especially in teacher training colleges, secondary schools and universities". Venezuela states that:

> ... a general plan for the professional improvement of teaching staff is under study. This plan calls for the organization of short training courses designed to inform teaching staff of the new concept given to life-long education and the rôle which it is called to play in adult education; the importance of adult education as an instrument for economic and social development; sociological basis of adult education. (Venezuela)

The United States of America foresees the possibility of experienced school teachers switching to a career in adult education:

> There is a surplus of elementary and secondary teachers at a time when the population pattern is changing to a smaller proportion of school age children and a larger proportion of adults. This resource could be utilized by transferring teachers into adult education operators after "recycling" training in pedagogical skills and replacing them with the younger teachers coming on to the job market who might have more sympathy with young students than with adults. (United States of America)

Austria also envisages school-teachers being employed in adult education:

> Leave of absence for teachers to be granted by the federal authorities of education, with continued payment of salaries, for the purpose of top-level organizational and pedagogical tasks in adult education. (Austria)

Hungary recognizes that with the advent of a system of life-long education:

> it is necessary to create a system of professional training which, at every level of specialist instruction, is based organically on daytime schooling and which more and more removes from the school the narrow task of preparing pupils for specific occupations.(Hungary)

In Argentina teachers with at least five years experience in a school can take short courses covering the socio-economic and methodological aspects of adult education.

82.3 An increasing number of education authorities are making joint appointments to a school and to adult education. In the Philippines the school teacher in the rural areas is expected to act as a change agent!

> A multi-purpose teacher, a catalyzer on community improvement projects. The teacher organizes a purok (neighbourhood) association that assumes the responsibility of carrying out projects based on the needs of the small community. (The Philippines)

83. Other instructors of adults

A variety of persons carry out important adult education functions but do not regard themselves as adult educators. Often well-paid and enjoying high social status they include the electrical engineer who becomes training officer for an electricity corporation or the police officer who is appointed as instructor at a police training centre.

84. Content and method

84.1 One encouraging development is that the content of training courses and the instructional methods used have changed markedly for the better. Initially, courses tended to consist of desultory discussions about aims, descriptions of the history and organization of the local or national system a few common-sense observations about the characteristics of the adult learner and practical hints about administrative procedures.

84.2 By contrast up-to-date courses are characterized by the marriage of theory and practice, close attention to the psychology of adult learning and the application of progressive instructional methods. As a rule, the new-model courses aim to furnish the student with all or a combination of the following items of knowledge or experience:

Knowledge of the general pattern of educational provision especially at the post-school level

A working knowledge of the laws and regulations relating to post-school education

Knowledge of the goals, policies and programmes of operational adult education agencies

Understanding of the social rôle of adult education

Understanding of the factors influencing social change

Up-to-date knowledge of the teaching subject or agency with which the participant is concerned

Knowledge of how adults learn and why they participate in educational activities

A knowledge of and ability to use a variety of teaching methods

A clear grasp of what his own institution could be at its best

Some acquaintance with research methods, especially social survey techniques

Some knowledge of the way adult education is perceived and organized in other countries

Experience of doing practical work under supervision

Experience of observing the standards achieved by other people

Knowledge of effective publicity methods, sources of information and practical assistance

84.3 Some countries are now providing training by means of correspondence courses, for example, Yugoslavia.

85. Regional training centres

In several parts of the world regional training centres for adult educators have been established. For example, labour leaders from all over America attend courses of between six to ten weeks duration at the Inter-Americano Centro de Educación Syndical in Cuernavaca. The syllabus covers five aspects of education:

1. Methods of organization: use of human resources
2. The work of labour unions
3. Study of labour legislation in Latin America
4. Community development
5. Cultural subjects - literature, history, art, etc.

86. Professional associations

The clearest proof that adult education has come of age as a profession is the notable strengthening of the professional associations that existed in 1960 and the formulation of a number of new associations.

CHAPTER V

INDIVIDUAL AND GROUP NEEDS

87. The rise in participation

87.1 To estimate even approximately the total number of adults who within one country annually participate in organized educational programmes is notoriously difficult. To estimate the total number who participate in non-formal programmes is all but impossible. Nevertheless, despite the hazards, a growing number of Member States are now publishing annual statistics which they endeavour to make as accurate as possible.

87.2 All the available evidence confirms that in gross quantitative terms the number of people participating in adult education has gone up by leaps and bounds throughout the world since 1960. A few typical statistics will illustrate this point. In Sweden, it is estimated that out of a total population of 8 million, 1.5 million people annually attend Study Circles alone. In the United States of America:

> Among the estimated total United States population of 130,314,000 persons age 17 and older, 10.1 per cent participate in adult education, 8.1 per cent were full time students, and 81.8 per cent did not engage in any formalized education during the year ended May 1969. Of the 119,719,000 eligible population (i.e. excluding full-time students), 11.0 per cent participated in adult education. (United States of America)

In Poland: "During the decade 1960 to 1970 the number of people attending schools of general education for adults tripled by comparison with the previous decade" (Poland). In France: "... from 1960 to 1970 the number of adults being trained grew very rapidly but scarcely represents more than about five per cent of the active population". In England and Wales the number attending evening institutes went up from 877,000 in 1960 to 1,415,000 in 1970. President Nyerere of Tanzania recently stated that there were about 900,000 adults attending adult education classes compared with almost 850,000 schoolchildren. To take a micro-example: between 1965 and 1970 the enrolments of the Division of Public Service of the American University of Cairo went up from 1,100 to 3,600 per semester. The division started a summer school in 1964 with 250 students and by 1969 the total had exceeded 2,000(1).

88. Neglect of the educationally disadvantaged

88.1 But one factor about such apparently gratifying statistics is causing mounting concern to socially conscious adult educators, namely, the tendency, which in most countries is pronounced, for the richer and highly educated members of society to avail themselves of most of the available services and for the poorer and less educated not to participate.

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(1) O.L. Farrag: "The Programme of Continuing Education at the American University in Cairo" in Indian Adult Education, Vol. XXXII, No. 6, June 1971, p.7.

> Attention was drawn during the last decade to the influence on adult student participation of earlier education, social status, level of income and place of residence. Thus those most in need of further education do not participate in adult studies and are in other respects a more passive and discontented section of the community. (Finland)

This is not simply a tendency subjectively discerned by organizers but one amply borne out by quantitative surveys. For example, a nation-wide survey of participants carried out in 1963 in the United States of America revealed that the dominant factor governing participation is educational/occupational status. The higher the level of education attained by and the higher the occupational status of a person, the more likely he is to participate in an adult education programme. Surveys conducted in the United Kingdom also point to the ineluctable conclusion that those who left school at the earliest possible opportunity are gravely under-represented in adult classes. In its report Provision for Adult Education the United Kingdom National Institute of Adult Education noted:

> Among those who were attending classes when they were interviewed, the proportion who were at school to 16 or later is twice as large as would be expected from their proportion in the total sample; for those who left at 15 or younger, it is about one-third less.

The results of an investigation of adults participating in occupational educational programmes in France during the period 1959-1964 revealed that "access to adult education varied according to the socio-professional categories". The following table graphically illustrates the point:

Social groups	Number of people who followed a post-school education course per 100
Agriculturalists and salaried farmers	1.8
Workers and service personnel	3.8
Salaried employees, army personnel, artisans and traders	4.7
Professional people	8.8

88.2 The percentage of manual workers or wives of manual workers attending classes is universally very low whatever the political complexion of the country. The Union of Soviet Socialist Republics illustrates this point:

> In the 1960s a great deal of research was done in the USSR on the problem of free time. This research has shown that low educational standards account for the fact that certain sectors of the population make inadequate use of the cultural amenities afforded them by the State. A close link was also established between educational standards, the utilization of free time and opinions about the way in which it was used. Study of the content and structure of the leisure of young workers has shown that 70%

of young people with six to eight years of education are satisfied with the use they make of their free time, 18% do not give the matter any thought and only 13% are critical of it. Yet of those with secondary education, only 50% are satisfied with their leisure, 20% have no opinion and 30% complain of their inability to make full use of their free time.

Of 13 free time activities, individuals with less than secondary education have greater demands than people with more education in regard to only three: film-going, variety shows and watching television. As to the other activities, their aspirations are 1.5 times less for theatre-going and sport, the corresponding figures being 1.7 for reading, 2.1 for visiting exhibitions and museums, 2.3 for tourism, 2.8 for going to symphony concerts, and so on.

It emerged in particular, that the level of education substantially influences the attitudes of adults to continued studies. Thus, of adults questioned who were beginning their working activity with incomplete secondary education, 46% of the men and 24% of the women were continuing their studies. The corresponding figures for a group with secondary education were 56% and 41%.

These details show that the more general education people have, the wider their conception of life is.

Furthermore, a high standard of general education enables people to plan their future more reliably and to draw up projects. Thus it turned out that among adults continuing their education further, plans are as a rule connected with various types of secondary special and higher education (planned by 61.4% of the people questioned). Only 26.4% make plans for their education alone, and 12.2% have as yet no precise projects. Of those not studying, only 42.7% plan to undertake further studies, 41.9% confine their future projects to production activity, and 15.4% are still undecided.

These details show the increasing rôle of education in forming the cultural requirements of adults and their aims and trends. (Union of Soviet Socialist Republics)

88.3 Except where governments have made a deliberate political decision to address their programmes to the poorer sections of the community while leaving the richer sections to fend for themselves, the situation is no better in the developing countries. The fact that those adults who might be thought to need education most take the least advantage of the facilities which are offered is probably the major contemporary challenge facing adult educators.

88.4 Another disturbing factor about the rate of participation is that it varies from region to region. France points out that regional disparities in the provision of adult education can be very serious:

Inequalities between East and West: three-quarters of the institutions are situated to the east of an imaginary line from Le Havre to Marseilles. In equality between Paris and the provinces: one-third of the institutions are located in Paris.

88.5 In an effort to reduce regional disparities Sweden has adopted a regionalization scheme under which "the cultural institutions based on Stockholm are decentralized to some ten or so regions" (Sweden). Israel reports "bringing theatre, music, dance and other cultural events into outlying settlements" (Israel).

89. Identifying adult needs

89.1 It is commonly assumed that the prevailing pattern of enrolments is due to the fact that most of the non-participants were alienated from the higher culture of their societies and especially from the educational system at an early age, certainly from about the time they left school. They view educational institutions as élitist and authoritarian and it does not occur to them that somewhere there might be a class or an activity from which they could derive personal profit and enjoyment. The assumption that many non-participants find the very idea of education repugnant has led adult educators to reach three conclusions:

1. It is not sufficient to offer a broad range of classes and activities which take place in a given institution. Rather it is necessary to concentrate upon activities which will strike a responsive chord in otherwise indifferent adults.
2. "In order to obtain the desired increase in the number of adults participating in educational programmes, it is necessary to make the instruction attractive". (Hungary)
3. The prevailing methods of publicity are effective in attracting the educated but totally inadequate in attracting the solid mass of non-participants.

89.2 From these conclusions it follows that adult educators must maintain close touch with the communities they serve and ask searching questions about what these communities need in terms of education. Should a conflict arise between avowed wants and identified needs, then it is their responsibility to try to lead communities to the point where wants coincide narrowly with needs. This is the aim of the problem-solving approach now being tried in the United States and several other countries. Manifestly, its success depends upon the ability of adult educators to understand the nature of their communities, to discover where help is most needed, to stimulate demand for help and to supply it in a palatable way.

89.3 In Sweden the government has responded favourably to a petition from the Swedish Labour Union and ABT by agreeing to finance experimental projects designed to assist the educationally disadvantaged. In proposing that ten projects should be carried out in a variety of working class environments the petitioners maintained:

> Adult education that aims at reaching individuals with brief and inadequate schooling cannot, in the opinion of the petitioners, be conducted in traditional pedagogical forms, and it is therefore urgent that new approaches and methods be tried out to reach those mostly in need of education. (Sweden)

In Norway special public grants are given to adult education institutions in new housing areas.

89.4 The remainder of this chapter will be devoted to a consideration of those individual and group needs which have become the primary targets of adult education institutions.

90. Types of need

90.1 Human needs which adult education institutions now strive to identify and satisfy may be classified in several ways, none of which is entirely satisfactory. Since individual and group needs tend to be interdependent, any classification always leads to some overlap and the risk of appearing to overstress or understress their relative importance. The following classification, which does not imply an hierarchy of esteem from A to G, at least has the virtue of clarity:

A. Educational needs

B. Work-related needs

C. Individual needs and the life-cycle

D. Special individual needs

E. The needs of the autonomous learner

F. The needs of particular collective groups

G. Mass needs

A. EDUCATIONAL NEEDS

91. Literacy

91.1 For many countries the main challenge to adult education has continued to be how to reduce the high level of illiteracy. According to Unesco estimates, the world in 1950 had some 700 million illiterates in an adult population of 1,579 million; in 1960, 740 million out of 1,881 million adults were illiterates; it was estimated that in 1970 some 783 million out of 2,287 million adults were still illiterate, either because they had never had an opportunity to attend school or because they had relapsed into illiteracy. The recent figures underline two facts: first, that there remains a substantial number of illiterates in the second half of this century; secondly, that there is a constant increase in the total number of illiterates. Even on the most optimistic of assumptions the number of illiterates will not fall below the 650 million mark by the year 2000. On the other hand, the illiteracy rate is falling steadily, thanks to the extension of primary education and adult literacy programmes: the most optimistic assumption about the number of illiterates by the year 2000 would mean an adult illiteracy rate of 15% of the world's population.

91.2 To indicate the magnitude of the crisis faced at present in many countries, it is sufficient to consult statistics relating to India. In 1961, the total number of illiterates was estimated at 295 million. By 1969 the total had risen to 349 million; only 13% of the female population is literate. Although the percentage of illiterates in the crucial manpower group aged 15-44 declined from 69% in 1961 to 65% in 1969, the total number of illiterates went up from 130 million to 150 million. In so far as they are reliable, global statistics bear out the Indian dilemma of how to counter the effects of a high birth rate. The view of the Government of India, shared by governments in other develop countries, is that illiteracy is the main obstacle to national development and the main cause of over-population. To abolish illiteracy is accordingly the first priority in their adult education programmes. In combatting illiteracy India has continued with the mass approach. Painfully aware, however, that in the past mass campaigns were relatively unsuccessful, it has begun by launching several pilot projects. In the light of the outcomes of these projects it proposes to formulate a national scheme. Burma also deals with the attack on illiteracy as a mass activity:

> Through the stimulation of the Ministry of Education 556 Adult Education Basic Centres of one month's duration were set up in 37 educational districts from 19 April to 18 May 1965. (Burma)

91.3 Some countries have selected a more intensive approach to literacy. In Nepal, for example, the curriculum is divided into two periods of six months and three months. During the first period the participants learn the basic skills of reading, writing and arithmetic. During the second period they discuss local and national affairs. The instruction is given by part-time teachers in some forty specially established intensive centres. These teachers are expected to attend an intensive pre-service training course lasting one month. The National Manpower Council in Pakistan considers it useless to diffuse meagre resources and plain common sense to concentrate upon raising the output in potentially flourishing industries. It is, therefore, promoting literacy schemes in selected factories. A generally encouraging sign is that in many countries trade unions, manufacturers and co-operatives are beginning to assume responsibility for their own literacy schemes.

91.4 An analysis of the processes of development shows that is is impossible to isolate literacy from the general context of nation-building since illiteracy is in fact a barrier to progress and cannot be treated in isolation as if it were an independent element. The most significant statement to emerge from the World Congress of Ministers of Education in Teheran convened to discuss the elimination of illiteracy, was to the effect that there is a double cause and effect relationship between literacy and development: literacy is, in many cases, a pre-condition of development, while development can, by virtue of the sense of motivation it arouses, be seen as a prop of literacy. Functional literacy must be interpreted as an exercise in literacy integrated with development, an exercise which becomes a constituent part of a development plan. It differs from mass campaigns with their uniform, standardized programmes in that its approach is selective, its programmes flexible and easily modified, designed in such a way as to take account of the diversity of collective and individual requirements and of particular situations. Within the framework of a programme of functional literacy, the mastering of the skills of reading, writing and arithmetic and the professional, socio-economic and civic training are integrated activities oriented towards the solution of the practical problems encountered by the members of the particular group in their professional and social lives.

The concept of functional literacy derives from a governing principle according to which literacy as the prelude to professional and technical training can become a determining factor of economic and social development. It is with a view to verifying this theory that an experimental world-wide literacy programme has been launched. This programme includes the following:

(a) a small number of individual projects financed from national resources with a large international contribution from UNDP, plus technical aid from Unesco and other specialist organizations (Algeria, Ecuador, Ethiopia, Guinea, Iran, Madagascar, Mali, the Sudan and Tanzania);

(b) a project financed from national resources and with technical aid from Unesco (Venezuela);

(c) two functional literacy projects designed as components of agricultural development projects carried out in conjunction with FAO (India and the Syrian Arab Republic);

(d) micro-experiments, short-term ventures with limited scope centred on the study of a specific problem (Algeria, Brazil, Chile, the Upper Volta, India, Jamaica, Nigeria, Tunisia).

There can be no doubt that, from the general operations of this experimental literacy programme, some significant results have emerged in respect of innovations and of modifications in administrative machinery, the establishment of basic principles, approaches and methods, the training of personnel and evaluation. Experience has shown, moreover, that the formulation and realization of functional literacy programmes depend on certain prerequisites; a development policy with clearly-defined objectives, suitable machinery, up-to-date theories and methods in administration, modern methods for the utilization of human and material resources - all of which are, moreover, necessary prerequisites of any programme of continuous development.

92. Adult illiterates in industrialized countries

Evidence has accumulated to show that the illiteracy rate in several industrialized countries is as high as 15 per cent among the adult population.

> A reconsideration of the basic adult educational provision regarding literacy and numeracy. Whilst the illiteracy rates at school leaving age continue to fall, the evidence of adult illiteracy (and particularly semi-literacy) continues to indicate alarming increases. (United Kingdom)

Adults in this category are often too ashamed to reveal their disability and so go through life under a crippling handicap in a culture which purports to take universal literacy for granted. The scale of this problem has only recently jolted adult education agencies into action. They have quickly ascertained that the main difficulties lie in identifying adult illiterates and persuading them to admit they have a problem. To provide intensive courses for them is troublesome because of the shortage of suitably trained teachers, but by comparison it is a secondary hindrance.

93. Beyond literacy

93.1 Since 1960 there has been a deepening realization that literacy is the means to education and not an end in itself. In the absence of opportunities for further learning and a plentiful supply of reading matter the neoliterate will lapse into illiteracy. Accordingly intensive efforts have been made in many Member States to offer follow-up programmes leading to formal educational or vocational qualifications.

93.2 These efforts have been stimulated almost the whole world over by the desire of rapidly increasing numbers of people to raise their educational standards. Neo-literates demand the equivalent of a primary school education; those with primary education clamour for secondary education; and those with a secondary education want to take a degree, certificate of diploma at a higher level. As a result of this pressure many Member States have expanded their provision for formal education several times over.

93.3 In Argentina, for instance, there are at present 4,000 adult education centres at the primary level and the government's intention is eventually to establish 10,000. Adults attend these centres for three cycles of eight months each. The curriculum is adapted to adult needs and divided into four areas:

1. Geography and the natural environment
2. Social studies
3. Communication skills
4. Labour legislation

The same four areas are treated in greater depth in each cycle. The courses last three hours a day for four days a week and virtually all employers allow their workers one day off a week in order to attend.

93.4 Adults who want to complete their secondary education now have the opportunity in nearly all Member States. Facilities for this purpose are notably generous in the socialist countries of Eastern Europe, where there is a common governmental conviction that the acquisition of a general education at the secondary level is not only good for the individual but economically beneficial to the State. The Union of Soviet Socialist Republics emphasizes the fact that there is a correlation between the spread of a general education and higher productivity.

93.5 The scale of the public demand for secondary education in the Union of Soviet Socialist Republics is illustrated by the following quotation:

> In the last ten years alone, over five million people have received secondary education in evening and correspondence schools. Today one person in four receiving secondary education is a pupil of an evening or correspondence school. This then is one of the highways of "secondary education". (Union of Soviet Socialist Republics)

93.6 The expansion of secondary education for adults soon leads to a demand for the expansion of higher education. (See below p.94).

B. WORK RELATED NEEDS

94. The right to work

94.1 A primary human need is personal security, above all the right to work and to obtain as much satisfaction from one's job as possible. This need, which has long been given the highest priority in the Union of Soviet Socialist Republics and some socialist countries, is now being met in many Member States by an impressive expansion of part-time vocational courses for young people and adults, especially in those countries wedded to industrial and commercial development. Most Member States stress that regular training and retraining in job skills is essential at all levels for all types of workers. "The wages of workers depend more and more upon their training" (Poland). Vocational training centres have been established in many countries. In Mexico, for example, employees may attend courses of three months duration at Centros de Capacitación para el Trabajo Industria. Although its population does not exceed two million, Singapore maintains four industrial training centres and three vocational institutes besides the Singapore Polytechnic, the Singapore Technical College and Ngee Ann Technical College. At the same time, some Member States remain concerned about the low prestige of manual work. In Cyprus, for instance, "conscious and systematic efforts are being made to overcome prejudice against technical trades and manual work" (Cyprus).

94.2 Recognizing that it is necessary to draw a distinction between training given by employers for their own workers and training for those requiring a new job, Sweden has introduced a richly endowed and extensively used "labour market training" scheme. Initially intended for the benefit of the physically handicapped the scheme now assists single mothers, the unemployed without handicap, and those about to lose their present employment because their skills have become obsolete. The twin objects of the scheme are to provide suitable vocational training for the unemployed and to help fill sectoral gaps on the labour market. During the Sixties the number of people using the scheme increased tenfold. In March 1970 nearly 48,000 adults were undergoing training, 19,000 of whom were women. The courses usually last about six months and are financed out of the national budget.

95. The desire for vocational qualifications

During the Sixties the public demand for occupational qualifications was greatly intensified. Finland sums up the experience of many Member States:

> The utility motive of students in this field was also manifested in a demand for more qualifying courses, examinations and certificates alongside the traditional non-utility lines of study. There was a marked increase in qualification-oriented study, which led to an expansion in the evening class network and vocational training facilities in general. (Finland)

96. Shift-workers

Shift-workers find it notoriously difficult to pursue an orderly course of study. It is partly for their benefit, therefore, that so much attention is now being paid to the possibilities of self-study and that some communities have now opened centres and workshops where shift-workers can attend at irregular hours.

97. Working mothers

In several Member States special efforts are now being made to assist working mothers. In the Union of Soviet Socialist Republics,for example, there is a well-developed network of day nurseries and kindergartens, many of which have round-the-clock services. In some out-of-school institutions helpers take care of children while their mothers attend classes.

C. INDIVIDUAL NEEDS RELATED TO THE LIFE-CYCLE

98. Young people

98.1 In many parts of the world where a large proportion of the population is under the age of twenty-five, young people are usually the main consumers of adult education. During the Sixties they posed a formidable problem, for this was the period when they began to question the values of their societies and vigorously to criticize the prevailing aims and forms of education.

98.2 A majority of Member States has been paying unprecedented attention to the educational needs of young people. New measures have included greatly extending the number of post-school courses of all kinds but more especially occupational training courses, enabling adolescents to combine attendance at school with the starting of work, opening new types of youth centres and clubs and inaugurating national youth services (see below p. 91-93).

98.3 Administrators in charge of adult education institutions have also intensified their effort to attract young people by offering courses and activities designed to appeal to their particular tastes. The tendency to establish all-age educational and cultural centres discussed in the next chapter marks an attempt to bring the generations together.

98.4 Sex education and short courses designed to help young people as well as the newly married to solve their problems have become a feature of many adult education programmes.

98.5 In most developing countries and among some ethnic minorities in industrialized countries the unemployed youth problem has become endemic. The Philippines has made a small impression on the problem by opening "folk schools". Initially, in 1961, three such schools were opened but by 1966 there were twenty-seven of them with an enrolment of 1,871. Thailand has introduced a Rural Youth Training Programme for youths selected from rural areas.

98.6 Ceylon is disturbed about the plight of young people who have received a good general education but cannot obtain employment:

> Hence the promoters of the continuing education drive, having realized the need to relieve the burden of unemployment, have helped by imparting some training in usable vocational skills to thousands of school leavers who are handicapped by their purely formal and highly academic learning. (Ceylon)

99. Parents

Parents require advice and information about such matters as child development, the psychology of adolescence, family relations, domestic budgeting and career opportunities for their children (see below p.99). As a group parents have become one of the principal targets of adult education programmes since 1960.

> "The reform of our schools and universities currently under way, and the new attitudes concerning pre-school and children's sexual education have necessitated the spreading of information on these questions to parents. Consequently, the instruction of parents has become another important task in adult education during recent years." (Austria)

100. Housebound mothers

Among the overlooked casualties of prosperous industrialized societies is the housebound mother, especially when she lives in a new housing estate or a high-rise apartment block. Better facilities for study at home can partially overcome this problem but the fundamental need of housebound mothers is usually human company. The solution lies, as it does for working mothers, in making it possible for them to attend courses at nearby centres.

101. The ageing: retirement and pre-retirement problems

In industrialized countries where the extended family system no longer operates two problems have been discerned: how can people in general be helped to overcome or at least to adapt to the physical and psychological effect of ageing? Specifically, how can people be helped to accommodate themselves to the traumatic experience of retirement from work? Many adult education agencies now arrange special courses and activities for the elderly, often free of charge or for a low fee. In a growing number of communities pre-retirement courses, sometimes organized in conjunction with a firm or factory, are becoming commonplace. Some employers are prepared to release their employees from work in order to attend such courses.

D. INDIVIDUAL NEEDS RELATED TO PARTICULAR PROBLEMS

102. The physically or mentally handicapped

102.1 Many people are unable to take part in normal adult programmes because of a physical disability which ties them to their beds or their homes or prevents them from climbing steps. The deaf, the dumb and the blind are special cases.

Efforts to assist the physically handicapped include creating specially designed centres, visits by teachers and voluntary helpers to their homes, the use of voluntary drivers to escort them to and from meetings, supplying packages of instructional material and, above all, so arranging the facilities in adult education centres that they can move about. Adult educators concerned about this problem insist that the disabled should be treated as normal and mixed with normal groups as far as possible. In Norway a special subsidy is provided for the education of physically handicapped adults.

102.2 The mentally disturbed

A disturbing phenomenon in advanced industrial countries is the high and increasing rate of mental illness among the adult population. As a preventative measure many communities now offer facilities for group therapy through discussions, seminars and "T" groups. Within mental hospitals a variety of educational programmes has been introduced.

102.3 The mentally sub-normal

It is generally agreed by medical specialists that the mentally sub-normal should lead lives which are as normal as circumstances permit. This presupposes making special arrangements to give them a basic education, helping them to acquire a skill which will enable them to earn their own living, and providing educational and cultural facilities for use in their spare time. One development of special interest is the introduction of courses for the parents of sub-normal or autistic children.

102.4 Patients in hospitals

The house rules, and the fact that most people spend only a short period of time in hospital, have in the past militated against the provision of adult education programmes for hospital patients. There are now signs, however, of a number of hospital boards encouraging convalescing patients to follow a course of study and to take part in group discussions and other educational activities.

103. The lonely

Yet another casualty of the "affluent society" is the lonely person. Social workers are now deeply aware of the immensity of this problem and adult educators have always taken note of that group of people who attend evening classes as one means of escape from a solitary existence. If not corrected, a state of loneliness may lead not only to unrelieved misery but very often to acute depression requiring medical care. In some communities special attempts are being made to tackle this problem by identifying lonely people and encouraging their attendance at adult and community centres.

E. NEEDS OF THE AUTONOMOUS LEARNER

104. The autonomous learner

Until recently there were two categories of people who concerned the adult educator, participants and non-participants, and his professional aim was to lure as many non-participants as possible into sampling his programme. Suddenly, attention has been drawn to the participant who wishes to study and perhaps always is studying but who likes to study on his own? Such a non-participant has been described as "the autonomous learner". One school of educational thought believes that as the years pass the majority of adult students will choose to be autonomous learners. Meanwhile, local attempts are being made to cater for his needs and there is no doubt that he is the person who is gaining most from the advent of multi-media instructional systems (see below p.104).

F. THE NEEDS OF PARTICULAR GROUPS

105. Group or community needs

Adult education organizations are beginning to concentrate upon the collective needs of more or less homogeneous groups or at least of groups which share common problems. They are particularly anxious to assist rural populations in both the developing and the more developed countries, the urban poor, women, immigrants and racial minorities.

106. Rural populations in developing countries

As pointed out several times already in this document, the chief priority in many developing countries is rural development. Numerous approaches are being made to this problem. One of them is discussed here as an illustration.

In India and Nepal the governments are optimistic about the educative effects of the Panchayat system of local democracy. Through it much has been done to raise living standards and to instil in the populations living in remote villages a sense of national identity. In the rural districts of India adult education programmes are implemented under the umbrella of community development. There is a structured chain of communication and representation through the following levels: village - block - district - State - union.

The moving principle is participatory democracy. As field workers see it, learning by doing is the most valuable kind of education. The Etawah Project, like the Gezira Project in the Sudan, has led to the adoption of improved methods of farming, irrigation, communications and cottage industries and to a higher standard of health. literacy, sanitation and family welfare. The Nepalese system corresponds closely to that of India. This method of getting local populations to run their own affairs is also to be found in other countries including The Philippines, where the key unit is the Purok, that is, the small self-help community.

107. Rural populations in more developed countries

In developing countries rural development is widely recognized as a top priority. But in the more developed countries rural areas are often victims of neglect. The result is that in many areas the local population is starved of educational and cultural facilities.

In France:

> More than half the adult education institutions in France are located in towns with a population of more than 100,000 inhabitants. Yet these towns constitute only 0.1 per cent of the communes and eighteen per cent of the total population. (France)

107.2 Planners too often assume that since this is a mobile age, it is sufficient to offer educational and cultural facilities in major centres of population alone. But many rural inhabitants do not own motor cars or are too tired to drive far at the end of a day's work, and public communications tend to stop operating after six or seven p.m. Some communities have responded to this problem by establishing community schools or similar institutions at strategic vantage points and by arranging for buses to convey people from surrounding villages to classes and meetings. In several Member States travelling theatres, art galleries and libraries tour the rural districts; Norway makes use of a travelling "library boat". In Sweden "a Culture Bus" tours remote Lapland bringing books, films and other educational supplies to people living in isolation.

108. The urban poor

108.1 Virtually every major city in the world, without regard to the stage that national development has reached, has to deal with the needs of a steadily increasing sub-culture of deprived people.

> The general social and political objectives of the country during the last ten years have been particularly concerned to equalize educational opportunity and to minimize the disadvantages which follow upon the inadequately stimulative environment of many urban areas associated with the large industrial cities up and down the country. Adult education has gradually accepted that there is a community development, almost a social servicing rôle to provide remedial or compensatory education in such areas.

In some cities such people already comprise the majority of citizens. They live crammed together in an environment characterized by poverty, poor housing, sickness and a high incidence of crime. It also seems as if an inability to escape from such an environment is passed on from one generation to the next, so that he who is born among the urban poor is likely to remain among them until he dies.

108.2 Apprised of this problem, some adult education organizations have realized that traditional types of programme are utterly irrelevant. Only informal methods and a team approach offer much prospect of success. So we see many adult education programmes, especially in metropolitan centres in the United States of America, taking the form of community action initiatives.

The United Kingdom refers to experiments:

> ... to involve the people and the communities subject to the urban renewal in discussions and decisions regarding the new environment to be created. These latter have necessarily involved adult education techniques and in some cases have enlisted professional adult educators to promote and devise the discussion situations. (United Kingdom)

108.3 One urban sub-group often in desperate need of help are the newcomers from the country areas.

Hungary pays special attention to the problems of this sub-group:

> Adaptation to the new way of life of those who come from the provinces to live in the cities is a fairly long and difficult process. The education of adults through the school system deals among other topics with the problem arising from urbanization. (Hungary)

108.4 Ceylon point out that in developing countries the distress of the urban poor may be overlooked because of the prior attention paid to rural development:

> The obsessive emphasis on rural adult folks has led to a certain amount of neglect of the urban working class population. (Ceylon)

109. Immigrants

109.1 Many countries are today faced with the task of absorbing immigrants, some of whom belong to an alien culture and cannot speak the national language. Adult education agencies try to help this particular group by arranging second language courses and orientation courses aimed at introducing them to the customs and legal and administrative practices of the receiving country. Israel has particularly elaborate arrangements for the acculturation of immigrants. In the United States of America:

> Americanization classes were expanded for nationals who are newly arrived in the United States. Classes emphasize English as a second language in addition to instruction necessary to enable Nationals to meet the citizenship requirements. (United States of America)

109.2 A special category of immigrants are refugees. They pose an acute problem when they do not wish to be absorbed into the society in which they find themselves. Language and vocational courses are sometimes provided for them by United Nations agencies and international voluntary service organizations.

110. Racial Minorities

There is plentiful evidence of a thrust in a number of Member States to ameliorate the condition of disadvantaged racial minorities. Australia, for example, has devoted much attention to the education of its aboriginal population.

111. Opportunities for women

111.1 While there are still many inequalities of educational opportunity between the sexes in both industrially developed and developing countries, an important new trend is noteworthy. During recent years women have had greater access to adult education, especially in the field of technical and professional training. In line with developments both in the United Nations Commission on the Status of Women and the Economic and Social Council of the United Nations, Unesco at the fourteenth session of the General Conference (1966) approved a long term programme for the promotion of equal access of young girls and women to education, science and culture. This action programme has concentrated on the development of educational programmes for young girls and women, especially in: the planning and administration of education; training of teachers; literacy and adult education; technical and professional education; and the access to education of young girls and women in rural areas.

> Commissions on the status of women have been established in the fifty States and have urged the development of a comprehensive programme of continuing education geared to the individual woman's needs. At present some 300 colleges and universities offer special programmes of counselling, on and off campus classes, part-time study and family life conferences for mature women. (United States of America)

111.2 In many countries the majority of young girls still leave school at the minimum compulsory age. To help this group, many adult education institutions, with the aid of women's organizations, have introduced training courses designed to prepare women for a career. The growth of employment opportunities for women has also led to a parallel development of training courses provided directly by trade and industry.

111.3 Many more women now wish to return to work after having raised their families. Special courses for this group have begun to multiply.

111.4 In general, educational programmes for women have greatly increased since 1960. For example:

> Nigerian women have shown increasing interest in adult education - many women's organizations are involved in adult education work. (Nigeria)

G. MASS NEEDS

112. Mass needs

Some observers believe that the non-participation problem in adult education cannot be solved at the micro-community level. It is necessary to act:

> through a mass education campaign, using face to face communication, radio broadcasts and listening posts, discussion groups, literacy classes, co-operative societies, agricultural extension, community development, the press, mobile cinemas, health campaigns. (St. Lucia, British East Caribbean Group)

Mass participation, they argue, is a matter for national action and for mass campaigns. All the means of communications at the disposal of the State and the inspirational talents of its leaders must be harnessed to stir up popular enthusiasm for life-long education. In practice, this is precisely what is already happening in such countries as China, Cuba and Tanzania. A number of other countries are also using mass education methods of education.

113. Conclusion

During this particular epoch even moderately active adult education agencies have no difficulty in expending their programmes so long as they simply respond to articulated needs. The trouble is that these needs tend to be those of the relatively privileged and in many countries often conflict with the national and community priorities. It may be concluded, therefore, that the principal organizational challenge facing adult educators is how to translate the unexpressed needs of the relatively under-privileged into demands which they can try to satisfy.

> The central problem for adult education was seen to be the task of bringing ever wider sections of the population within this sphere of work. Such expansion is essential to the development of democracy. (Finland)

CHAPTER VI

INSTITUTIONS AND PROGRAMMES

114. Differentiation and specialization

Four generalizations can be made about the host of institutions, large and small, which make provision for adult education. The first is that they have multiplied at an unprecedented rate since 1960. For example, in France:

> At the last count the list of the I.N.F.A. contained 4,277 organizations concerned with adult education. It would seem that this total, despite its magnitude, is below the true total of organizations in France. (France).

To take another example, in Burma:

> The number of individuals, institutions and associations providing adult education have increased and existing education associations have greatly expanded programmes of adult education. (Burma).

The second is that during the same period existing institutions have shown a tendency to become more specialized and new institutions have usually been created to arrange a specific type of programme, especially in the sphere of vocational instruction. Thirdly, as in Canada,"there has been a general ... shift in emphasis from private to public institutions ... during the decade!" (Canada). Fourthly, in many Member States institutions are paying increasing attention to the demands of the autonomous learner. In this chapter it will be possible to mention only (A) the characteristic features of new institutions and (B) the outstanding trends in established institutions since 1960.

A. New institutions

115. Community schools

115.1 The community school as such is not a new conception. What is striking is its general emergence in several countries and its adoption in certain parts of other countries. Though community schools may be found in large centres of population, they have been established for the most part in small, compact towns, especially in rural areas. Some incorporate all-age schools, whereas others incorporate only senior schools.

115.2 The basic principles underlying the community school system are that the school should belong to the community and the two should interact, that the school should be the focal centre for community affairs, that the school should stay open in the evenings, at weekends and during vacations and that adults should consider it natural to make use of the school's facilities throughout their lives. In practice, these principles presuppose that the school will be accessible to adults during the daytime and that both children and adults will use the facilities outside normal school hours. It is also presupposed that besides attending classes of formal instruction, adult users will engage in a variety of social, cultural and recreational activities. A well-endowed school will be equipped with a library, a swimming pool, a clinic and a crèche. In rural areas a subsidized evening and weekend transport service may be made available.

115.3 The community school has interesting implications for control and staffing. To begin with, the principal or headmaster must become positively responsive to the educational and social needs of the whole neighbourhood. Secondly, he cannot hope to run the school without reference to the wishes of the users. On the contrary, he must trust the local community to run its own affairs. Thirdly, the teachers must necessarily take a more comprehensive view of their duties. Fourthly, a reasonable percentage of the staff must specialize in dealing with young people and adults. Finally, the teaching staff in general and those concerned with the adult users in particular require a different form of training from that traditionally provided in teacher-training colleges.

115.4 In some community schools adults are attending the regular day-time classes for teenage children.

115.5 Apart from its relevance to the life-long learning ideal, the community school may be regarded as the most satisfactory type of adult education institution on five counts:

1. It is economical since it guarantees maximum use of existing resources throughout the day and during weekends.
2. It destroys, or at least goes far towards destroying, the alienation from the schools which affects many adults.
3. It facilitates the transition from school to youth activities and from youth to adult activities.
4. It provides a natural setting in which to bring together all age-groups with minimum stress.
5. It allows for local community self-government and control of financial resources.

Examples of community schools are to be found in Laos, the Philippines, Tanzania, the United Kingdom and the United States of America. Tanzania proposes to use the community school as the lynch-pin of the educational system. According to Section 43 of the Second Five-Year Plan:

> The general principle is to place the main organizing responsibility on the primary school. The school will then become a community educational centre, at which the provision of primary education is only one function. A school so conceived will increasingly become a focal point for the total educational needs of the community, rather than serving as a somewhat detached institution for the education of children(1).

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(1) See Tanzania Second Five-Year Plan for Economic and Social Development, 1st July 1969-30th June 1974 (Dar-es-Salaam, 1969) p.157.

In Laos, the Rural Centre for Community Education serves "simultaneously as a primary school, a youth centre and a basic education centre for adults". (Laos).

116. Community colleges and post-school institutions

The term "community college", like the term "community school" was first used in the United States of America. It is distinguished from the community school in that it caters exclusively for those who have left school(1). Throughout the industrialized world a large number of post-school institutions labelled with a variety of names is growing up alongside the universities. Their main function is usually to provide professional and technical courses for young people who intend to work in local industry or commerce. Many of them offer pre-university courses; an increasing number also provide university level courses, usually of two years' duration, so as to reduce the pressure of demand for places in the universities. In addition, they are tending to arrange adult education programmes, especially in the United States. One school of thought believes, indeed, that the community college rather than the community school is the most suitable type of neighbourhood centre and the best placed to provide an adult education service.

117. Polyvalent centres

117.1 Polyvalent adult education centres provide opportunities for working people, including the self-employed. to update their knowledge and skills in respect of their various needs - technical, academic, cultural and civic. There is no age barrier, emphasis being placed upon functional needs.

The programmes of the centres are directly related to the requirements of the neighbouring community, the functional needs of which are ascertained by initial and periodic surveys and by regular interviews and consultations with key personnel in local government, industry and commerce, and in civic life. The curricula, designed by the internal staff in consultation with outside experts, is regularly revised and the duration of courses is elastic according to the nature of the demand. General studies are not taught separately, but integrated into the global syllabus and aimed at helping the participants to arrive at a deeper understanding of the characteristics of, and the problems facing, their immediate environment. Employed in the main on a part-time basis, the instructors are selected from among specialists in a particular craft or profession and required to attend special orientation courses in adult education methods and techniques. The permanent staff is kept to a minimum and usually consists of the following personnel, apart from administrative and clerical staff: a director; specialists in technical and vocational training, social studies, economics and civics; one specialist in research and curriculum design and one in techniques of communication; a librarian; a documentalist. Though some classes meet in the centre as such, many are held locally at the convenience of the students in such places as schools, factories, trade union headquarters and community centres. Civic and cultural events are arranged, both within and outside the centre, not only for the students, but for the benefit of the community at large.

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(1) In the County of Leicestershire in the United Kingdom, community schools are called community colleges. The village colleges located in several English counties are also essentially community schools.

The financial cost of establishing and maintaining a polyvalent centre is relatively low because of the calculated use of existing premises and equipment. The initial capital outlay and the greater part of the recurrent costs must necessarily be borne by public funds, but many centres also turn for support to local interests, especially to industrial concerns, and some require the students to pay fees. A new centre at Cienfuegos in Cuba has been entirely financed by the government.

The success of a polyvalent centre ultimately hinges upon the intimacy of its connexion with the local community and its ability to respond effectively to felt needs. For this reason, the governing board or committee consists of representatives of the various interested groups in the community.

117.2 Versions of polyvalent centres are to be found in a number of countries and include workers' and people's universities in the Union of Soviet Socialist Republics and Yugoslavia; C.U.C.E.S. at Nancy in France; Shramek Vidyapeeth in India; certain technical colleges in the United Kingdom; certain community colleges in the United States of America.

118. Centres in factories

118.1 In Yugoslavia, since 1960, 165 adult education centres run by full-time staff have been located in factories. A main object of these centres is to adjust the curricula to the development requirements of individual enterprises. Their programmes embrace both general education courses and cultural activities.

118.2 China adheres to the principle that there is an intimate and absolute relationship between work and education:

> Thus it has become difficult today to distinguish in China between a school and a factory, a factory and a school, since there are schools in which industries have been established and factories which are also study centres for workers(1).

119. Centri di Lettura

In Italy a new type of centre has been introduced which is of particular interest. This is the Centro di Lettura whose main object is to help illiterate people to read and write. Each centre is staffed by animateurs and consists of classrooms, a cinema, a discothèque, a TV room and a library, with a collection of 5,000 or so books. So far there are 80 centres but it is proposed eventually to open 230 altogether.

120. Community workshops

120.1 Many people are unable to attend group classes at the regular times when they are held; many people like to work alone; in several parts of the world "do it yourself" has become fashionable. Recognizing these three facts, a number of local government authorities have opened community workshops where people who do not require supervision can attend at almost any hour of the day to pursue a particular interest. The Freizeitheim in Hanover contains music rooms, and metalwork and woodwork rooms. Other centres contain rooms where it is possible to experiment with design and a theatre; a few even contain light engineering areas. Usually a non-teaching supervisor is available to offer practical advice on request. A low fee is charged to users.

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(1) Hong Qi, 1970, No. 8; article prepared by the Revolutionary Committee of the Yu-lin region and the Revolutionary Committee of Kuei-ping-Hsian.

120.2 Arts centres are essentially the same as community workshops with the difference that they concentrate upon the arts, notably upon painting. graphic design, sculpture and pottery.

121. Centres for field studies

Another type of residential or non-residential centre which is gaining ground is the field studies centre, where people can study aspects of natural history in the appropriate setting.

122. Industrial training boards

122.1 International curiosity has been aroused by the appearance in the United Kingdom of industrial training boards. Now totalling twenty these Boards have been established under the terms of the Industrial Training Act, passed by Parliament in 1964 and designed to ensure that adequate facilities for job training and retraining should be made available throughout industry and commerce, so that the nation will have at its disposal an adequate supply of skilled manpower.

By law each major branch of industry is obliged to set up a training board whose task is directly to provide, or arrange to be provided, a variety of courses to meet every kind of training need both of the workers and the managerial staff. The boards are empowered to raise a sufficient income by imposing a levy on every firm commensurate with the number of its employees. The income is spent in one of three ways:

(a) by reimbursing firms with training schemes of their own up to the level of their proven expenditure;

(b) by arranging courses under their own auspices;

(c) by paying the fees of employees in attendance at courses run by educational institutions, such as technical colleges, polytechnics and universities.

One arresting fact is that the Boards have at their disposal sums of money of a size without precedent in the history of adult education in the United Kingdom. Thus, the Engineering Board had a gross income in 1968 of $170 million.

122.2 Other countries have followed the United Kingdom example. Thus, the Kenya Parliament recently amended an old Industrial Training Act, as a result of which various firms and companies are required "to contribute to a central training fund to be administered by a Board under the same name". (Kenya).

123. Farmers' training centres and school farms

123.1 In Kenya twenty-four farmers' training centres have been established at strategic centres throughout the country. Simply furnished and serving simple food, with accommodation ranging from twenty to one hundred beds, these centres offer intensive courses on basic agricultural techniques lasting from one to two weeks.

The men and women who attend come from the rural areas and pay a small fee. Particular attention is paid to rural home economics, to which end the percentage of female participants is sustained at about 30 per cent. The Ministry of Agriculture employs a team of teaching specialists. At Kano in Northern Nigeria a farm institute has been established. There are "school" farms in Nicaragua, which, under the terms of an Integrated Programme of Applied Nutrition aim:

(a) to give technical assistance to the teachers, children, housewives and farmers in the rural areas;

(b) to teach new agricultural techniques.

The programme involves 212 schools and 865 teachers.

123.2 During the Sixties there was a notable extension of the Farm Settlement idea, often modelled on the Israeli Kibbutzim. Three out of the four then Regional Governments in Nigeria started such schemes soon after 1960.

124. Rural cultural centres

In 1968 Iran opened a large number of rural cultural centres, each of which is intended to serve a local population of approximately 16,000 and to foster social and cultural development. A centre comprises "a library, a mobile cinema, a sports field and a children's nursery. Vocational and literacy classes are available and wherever possible television clubs are formed".

125. Village polytechnics

In many villages in the developing countries young people with a primary school education have no opportunities for further education or training. As a way of dealing with this problem Kenya has so far established over twenty village polytechnics. "Some village polytechnics offer formal courses; others merely offer part-time tuition to allow the students to pursue their own occupations". (Kenya). The stress is upon education for self-employment in such occupations as carpentry, masonry, sign-writing, tailoring, book-keeping and tanning.

126. In-service training centres

A considerable number of in-service training institutions for professional personnel have been opened in certain countries newly independent since about 1960. It is commonplace now in several African and Asian States for government employees on paid leave to attend several intensive courses during their professional careers.

127. National youth services

Several Member States have instituted a national youth service, organized on para-military lines. Young people spend one or two years in service, during which time they attend classes in general education, learn a trade and work in teams on such national projects as road building.

B. Trends in established institutions

128. Evening secondary schools

In the socialist countries of Eastern Europe there was a drive in the 1960s to extend opportunities for adults to complete their secondary education in evening (shift) and correspondence schools. New methods and techniques were introduced; learning opportunities by postal tuition were greatly increased; the curriculum was reformed. In the Union of Soviet Socialist Republics, for example, adults now attend the schools for twenty hours a week, fifteen hours being spent in the classroom and five hours on consultations with staff and tests.

129. People's and workers universities

There is a growing tendency for the people's and workers' universities in the socialist countries of Eastern Europe to cater for the public at large and to diversify their programmes. In 1964 Burma founded a workers' college "to enable the working men and women who had to forego education in favour of a more urgent need for a livelihood, to continue with higher studies". (Burma).

130. Multi-purpose cultural centres

130.1 Characteristic of some socialist countries in Europe is the giant, multi-purpose cultural centre, in which free facilities are provided on an ample scale for the general culture as well as educational needs of large communities. Many more of these centres were opened in the sixties and those already in existence were improved in many respects. Finland refers to the flexibility of its centres:

> An essential feature is that group activities can take place no matter what the purpose of assembly, the programme, the size of audience, frequence of occasion or equipment required. (Finland).

131. Community centres

131.1 Community centres have multiplied since 1960. They are being more and more regarded as an indispensable means of bringing together people who have no desire to attend formal education classes.

131.2 In metropolitan areas in Argentina adult education centres are converted into open community centres on Saturdays, Sundays and public holidays.

132. Television viewing centres

Television viewing centres are an integral part of the general adult education system in a number of French-speaking countries, notably in Ivory Coast. Here groups of men or women or occasionally mixed groups watch a television programme related to some aspect of their daily lives and then discuss it under the guidance of a trained group discussion leader.

133. Residential colleges and conference centres

133.1 Since 1960 there has been a boom in residential education both in the more developed and the developing countries. Today there are few countries without one or two residential centres and few educational institutions with sleeping accommodation which do not let out their premises for vacation schools. The practice is also rapidly spreading of educational institutions offering residential courses for foreign visitors.

133.2 Long-term residential colleges have been opened in Kenya and Tanzania.

133.3 A world-wide phenomenon is the development of residential programmes for and by special interest groups. These include church lay training centres, of which there are large numbers in Europe and at the last count twenty-nine in Africa, the most well known being the Mindolo Ecumenical Centre in Zambia.

134. The universities

134.1 Although some universities continue to play little or no part in adult education, there is no question that their detachment is in general much less pronounced than it was. The universities of Yugoslavia, for example, began to play a rôle in adult education from 1963.

> Universities and institutes of higher learning should no longer be isolated from the community and their message should no longer be confined to the training of specialists and professionals. They have heavy responsibility towards the masses. It is their task to popularize modern science and technology and spread them among the masses through public service programmes, publications, etc. (Egypt).

134.2 The provision of part-time higher education, which has long been taken for granted in the Union of Soviet Socialist Republics, Eastern Europe and North America, is now being forced upon the universities of Western Europe and the developing countries by the pressure of governments and public opinion. In Britain the open university (described in detail below p.116) has been inaugurated expressly to enable adults to obtain a university degree by means of part-time study. It appears that other countries also intend to establish "open universities".

134.3 Apart from part-time degree courses the universities now offer a vast number of specialized courses at the university and post-university level for professional and occupational groups. The volume of this work is so great in some American universities that the total of part-time students is in excess of full-time students.

134.4 Special departments for organizing an adult education service have been established in many universities. Moreover, the quantity of work and the general efficiency of adult education departments have sharply increased. The improvement in efficiency stems from the employment of bigger and more specialized staff and the adoption of more sophisticated administrative methods.

134.5 A feature of the post-Montreal period has been the introduction in a number of universities of academic adult education departments whose task is to supervise post-graduate courses, leading up to degrees and diplomas, designed for serving and potential adult education specialists.

135. Special degree courses for adults

Among other innovations in the adult education provision of universities it is worth singling out the introduction in several American institutions of liberal arts degree courses expressly designed for adults.

136. The universities and the under-privileged

One criticism persistently levelled at universities in some countries is that they serve only the financially better off and the highly qualified section of the community. Now whereas such evidence as is available does seem to bear out the charge that universities in general are less prepared than formerly to attract the under-privileged to academic courses, it is clear that many universities are only too anxious to employ teams of academic specialists on community-oriented projects. In North America the idea of "out-reach", of reaching out to communities so as to help in the solution of their practical problems, is stronger than ever. Elsewhere, there are abundant examples of university teachers, singly or in groups, applying their knowledge and skills to public needs. Furthermore, there has been a palpable shift of emphasis within university extension or extra-mural departments towards community rather than individually oriented programmes.

137. Industrial and commercial enterprises

There was a time when employers expected to appoint men and women who already had the necessary training for a particular job or who could be trained by a crude system of apprenticeship. This is no longer the case. Now most large firms run their own internal training schemes and nearly all firms of whatever size recognize the necessity of sending at least some of their employees on regular training courses provided by other bodies. The result has been a revolution in occupational education affecting both the scale of the operation and the instructional methods used.

138. Trade unions

138.1 To generalize about the educational work of trade unions in a world context is not possible. In some countries they still concentrate upon the professional training of their own paid-up members in such subjects as collective bargaining, labour relations and office management. In others, they not only provide for the general education of their own members but also offer programmes for the public at large and campaign for the improvement of the national educational and cultural facilities.

138.2 Two features of trade union education in general are to be noted: the first is the increasing complexity of the subjects which are studied. The second is the growing practice of sending officials destined for high office to short and long courses at universities and other institutions. Each year in Ceylon, for example, a number of workers are awarded scholarships to enable them to attend universities.

139. Community development agencies

Community development is usually associated with underdeveloped countries. Towards the end of the sixties it also became identified with the highly-industrialized countries. In general there was a trend towards introducing considerably more non-formal educational activities in community development programmes.

140. Health and nutrition educational agencies

In the more developed countries health and nutrition education has traditionally been left to the schools. In the developing countries it has come to be regarded as an essential component of initial education for adults, though more often than not responsibility for it lies with the health services rather than with adult education institutions.

In Tanzania and Zambia, among other States, the Government is very keen upon using educational methods to spread information about good nutrition.

In Iran:

> ... young people who have completed other studies must be sent, during their period of military service, to serve in local communities in order to look after their medical needs, to give them instruction in sanitation and hygiene, and generally to improve the environment. (Iran).

141. Agricultural extension services

141.1 Initially, agricultural extension activities were centred on telling farmers what to do in order to increase production. More recently, farming has been recognized as a way of life and efforts have been made to deal with the general needs of the farmer and his family. Home demonstrations are increasingly carried out by female extension officers. Advisory work among young people has also become an important function of extension services. Young people are being encouraged to join 4 H or young farmers' clubs and to participate in simple agricultural projects.

141.2 There are signs in a few developing countries of a change from emphasis upon the missionary work of the field officer to emphasis upon intensive training courses arranged at strategically placed centres. In general, there has been a marked increase in the number of structured training courses.

142. Co-operatives

In a number of underdeveloped countries steps have been taken to expand and to improve the efficiency of co-operatives, especially in the rural areas. Both Malaysia and Tanzania have taken great pains to organize systematic courses both for officials and elected members. In 1970 Kenya established a national co-operative college as a training centre for co-operative officials and members of local societies.

143. Correspondence schools and colleges

143.1 The value of instruction by correspondence as a teaching method is discussed below (see p.105). Here it is sufficient to note the astonishing growth of correspondence courses within recent years, especially in the developing countries.

> Phenomenal growth of correspondence courses - both overseas and local - took place during the decade. However, these efforts were by private individuals or companies. (Nigeria).

143.2 Education by correspondence has come to have a special appeal for a number of developing countries because, well organized, it can be very effective and it is more economical than other forms of instruction. Realization of its utility has been widely broadcast thanks to two developments: first, the creation of the International Association of Correspondence Schools; secondly, in 1966 the Dag Hammarskjöld Foundation undertook a detailed study of the potentialities of correspondence education in five African countries and subsequently organized in Stockholm two intensive training courses for African adult educators whose governments had agreed to launch appropriate programmes. Correspondence course departments or sub-units of existing adult education departments now exist in Kenya, the Sudan, Tanzania, Malawi and Zambia. Meanwhile, in the Union of Soviet Socialist Republics, Eastern Europe, North America, Australia and New Zealand the volume of correspondence course work has increased spectacularly. In India the University of Delhi started a programme in 1968 which now caters annually for several thousand students.

143.3 In the past correspondence students were very seldom eligible for State grants. There is now a trend in some countries to consider them equally as eligible for financial support as full-time students.

144. Military service

144.1 In a very large number of countries the military services now play an important part in the education of adults in two notable ways:

1. By teaching illiterate recruits how to read and write. For example:

> The Ministry of National Defence guarantees a literacy and social studies programme for new illiterate recruits. (Iran).

2. By teaching skills necessary for military performance but also relevant to civilian occupations.

144.2 Several countries, including Bolivia, Iran and Israel, have used the armed forces to carry out literacy and community development schemes. These and other countries are also using the period of compulsory national service as a means of applying the energy, intelligence, knowledge and skills of young people to community service. In Iran, for example:

> From 1964 to 1971, 3,110 officers and 10,511 diplomats were trained and sent out to the rural villages in order to help with their social and agricultural development. (Iran).

145. Prisons

145.1 The old view that prisons should be nasty and punitive is beginning to give way, and in a few countries has given way, to the view that reformation is a far more important objective than punishment. Despite the difficulties many prison authorities now offer three types of educational programmes for prisoners:

1. Vocational training for the great majority who lack an occupational skill, so that upon release they will have at least the opportunity of lawful employment.

2. Formal courses designed to improve educational qualifications. Many prison inmates are encouraged to take correspondence courses.

3. General educational and cultural facilities.

146. Political parties

Several Member States stress that the political parties played a vital rôle in providing educational programmes during the sixties.

147. Religious bodies

In some Member States religious bodies are providing extensive education programmes for adults.

148. Other associations

148.1 Agencies formed to help the consumer to make wise and economical purchases and to become familiar with his legal rights, are mainly confined to Western Europe, North America and Australia and New Zealand. Significantly, many groups which started with relatively parochial aims have turned their attention to larger problems such as safety on the roads, pollution of the environment and destruction of the landscape through rash and uncontrolled planning.

148.2 Recent years have seen the formation of many local, regional and national groups dedicated to arousing the concern and extending the knowledge of parents about the strong points and defects of the formal system of education. Parent-teacher associations, formerly most strongly entrenched in North America and the Union of Soviet Socialist Republics, have mushroomed. Japan now has 45,607 of them. One of the major socio-political objectives of the Federal Republic of Germany for the seventies is to ensure that "almost all parents are placed in the position of giving their children full compensatory education at home". (Federal Republic of Germany).

148.3 Information and advice on family planning to permit couples to make rational decisions about family size and to make use of suitable family planning services are now given by many voluntary associations. The success of voluntary efforts in dealing with the world problem of excessive population growth depends above all on people's realization that family size is determined by an individual choice and not preordained.

148.4 In Western Europe and North America groups and associations concerned with the problems of the retired and those about to retire have recently multiplied. This topic is considered elsewhere (see above p.79).

149. Libraries, museums and art galleries

There is nothing original in suggesting that libraries, museums and art galleries should not merely serve as repositories for books, old artefacts and pictures but that they should play a positive educational rôle. Moreover, there have always been librarians and curators who took their educational duties seriously. What was novel in the sixties was a minor revolution in the organization of libraries, museums and art galleries, sparked off by the desire to attract larger attendances, and the number and variety of attempts to link their activities more closely with those of educational and social agencies. Besides lending books many libraries also lend slides, reproductions of famous pictures and tapes. Libraries, museums and art galleries are also tending to become centres of cultural animation for their communities.

150. The mass media

150.1 It is impossible to generalize about the ways in which States choose to make use of their broadcasting services. Some are content to leave them at the disposal of commercial enterprises, subject only to certain constraints. Others control them but see them primarily if not exclusively as vehicles of entertainment and information. Others distinguish between radio and television, using radio for some educational purposes and treating television solely as an entertainment and informational medium. Finally, there are some States which insist that radio and television should have, if not a primary, at least a major commitment to education.

150.2 One aspect of broadcasting is crucially important, namely, the maintenance of acceptable aesthetic and moral standards and objectivity in disseminating information. "The fairness standards of the Federal Communications Commission have a substantial impact on the access of opposing points of view to the air waves, which are certainly important to the education of adults on important issues of public concern". (United States of America).

150.3 The use of broadcasting as a medium of instruction is discussed below.

151. It must be reiterated that in this chapter it has not been possible to include all the examples of new institutions and of innovations in institutional programmes mentioned in the reports submitted to Unesco.

CHAPTER VII

METHODS AND TECHNIQUES

152. Introduction

152.1 In many schools and other educational institutions a minor revolution has been taking place in the use of instructional methods. The impact of educational technology is transforming the customary teacher-pupil relationship and precipitating a change in the whole organization of schools and universities. But in general it would appear that the revolution has only lightly touched the methods and techniques used by adult education agencies, except in the area of occupational training. Traditional curricula and formal classroom instruction continue to predominate. A shortage of learning resources affects programmes generally but is particularly crippling in many developing countries.

152.2 At the same time, it is increasingly recognized that how adults learn is as important as how they are taught, that to select the most effective combination of methods of communication in each learning situation is essential; as Sweden reports: "Methodological questions have been central in adult education in recent years". Moreover, when collated, the examples of new methods, techniques and devices recorded in the replies to the Unesco questionnaire form an interesting list.

153. Reasons for adopting new methods

In response to the questionnaire Member States put forward a variety of reasons for their adoption during the 1960s of new methods and media in adult education. The reasons most commonly stated were as follows:

1. The necessity of facing mass problems.
2. The influence of training methods used successfully in industry and commerce. "The growth of 'efficiency' courses by professional bodies has encouraged seminar and group approaches". (Singapore).
3. The general availability and diminishing cost of "hardware".
4. The general reformulation of educational aims has entailed the adoption of new methods.
5. Realization of the effectiveness of the new media.
6. The need to economize on salaries especially by limiting the amount of face-to-face teaching.
7. Taking advantage of the positive experience gained by other countries.

Other reasons given were as follows:

8. The necessity of meeting a variety of adult needs which cannot adequately be dealt with by relying upon traditional methods.

9. The necessity of making educational services available to a wider public.

10. Keenness of the general public on new techniques.

11. The spread of television sets and radios, especially transistors.

12. "The principal reason for the adoption of new methods and new teaching techniques in adult education is the decision taken by Togo to pursue the new strategy proposed by Unesco in the war against illiteracy".(Togo).

13. The ability to reach multitudes of people at one and the same time.

14. The ability to transcend parochial and national boundaries.

15. The knowledge explosion which adults can cope with only by using such devices as computers.

16. The development of research on modern communication media.

17. The ability to deal with tiny groups in rural areas by means of long-distance teaching methods.

18. Making optimum use of existing personnel.

154. Information about the application of modern media and methods

154.1 Some countries express satisfaction with the domestic dissemination of information about the application of modern media and methods. The majority agree with the United States of America, however, "that there is a good deal of raw data but not much which is organized and evaluated". Moreover,

> There are no standardized guides or procedures available to help an educator select the equipment best suited to his needs and budget and no generally accepted and widely distributed cost-benefit studies of the many systems on the market. (United States of America).

154.2 Many reports emphasize the need for comprehensive catalogues of materials and the circulation of regular reports.

154.3 Most of the information is disseminated through the pages of professional journals and news-sheets, which nowadays devote much space to articles and comments on instructional methods. In many countries, government and non-governmental agencies arrange short-term and long-term courses, workshops, seminars and conferences to initiate administrators and teachers into the use of innovative methods and new mechanical devices (hardware). Much is learnt from reports in newspapers and from manufacturers' and publishers' advertising copy. Some institutions ensure that at least one staff member becomes a media specialist so that he can give instruction and offer advice to other members of staff. Sweden is in the process of building up a documentation centre in conjunction with the Library of the Institute of Educational Research.

155. International exchanges of information

Several Member States emphasize the need for regular interchanges of information about methods and techniques of communication. For example, at the national and international level:

> There is a great need for information about the operational application of modern media and methods and it was strongly felt by the working party that there should be some kind of international clearing house for the dissemination and exchange of information in this field. (Jamaica).

156. Innovations in methods and techniques

156.1 The main innovations in methods and techniques used in adult education may be summarized under eight heads:

1. "Activating" forms of constructive group work, especially group work issuing in social action.
2. Curricula and methods tailored for the autonomous learner.
3. Methods for reaching the educationally disadvantaged.
4. The democratization of institutions so as to permit greater learner participation.
5. The use of new media and materials.
6. Increasing use of the mass media.
7. Adoption of multi-media instructional systems.
8. Regular and effective evaluation of programmes and methods.

156.2 More attention is being paid to the importance of marrying methods with teaching objectives and subjects with target groups. There is a growing realization of the need to provide opportunities for adults to learn at home, work or play, either individually or in groups.

1. Small group methods

157. Value of small group methods

Learning in small groups has long been a characteristic feature of adult education practice, notably in the Scandinavian countries. However, a broad range of new group methods has been developed over recent years, largely flowing from the application of group dynamic thinking.

158. Small group techniques and devices

The following types of group activity are referred to in the replies from Member States to the Unesco questionnaire: buzz groups, workshops, syndicates, rôle playing, games and simulations, case studies, laboratory and T-group (training group) method.

In addition to these methods, experts have developed and classified a whole variety of other useful activities, some of which are familiar in non-formal education but less used in the classroom or conference. These include the forum, the panel discussion, the use of listening and reaction teams and so on.

2. The autonomous learner

159. Self-directed learning

As pointed out in Chapter 5, many adult education institutions have now taken steps to enable learners to work entirely or almost entirely on their own. Broadly speaking, there are two kinds of arrangement for individualized instruction: (a) learning resource centres; (b) multi-media instructional systems.

160. Learning resource centres

One way to assist the autonomous learner is to establish learning resource centres to which he can have access at any time during the day or night. In Prince Edward Island in Canada, for example, the authorities help the learner.

> ... by utilizing more programmed learning material, by increasing the use of audio-visual methods and specialized training staff. Demonstration projects for this are now being established.

Again, in Canada, at London (Ontario) a

> ... Centre was created as a multi-media, computer assisted information retrieval and problem-solving operation. It contains films, video-tapes, slide-sound shows, audio-tapes, books and vertical data files.

161. Language laboratories

Language laboratories are expensive to install and to maintain but of immense benefit to the learner. They are now used extensively for second language instruction.

162. Programmed learning

To judge from the replies to the questionnaire programmed texts and machines are not being used to any notable extent by the average adult education institution, though they are becoming familiar adjuncts of occupational and military training. For example,

> In the case of European and American Airlines, programmes designed for management and supervisory training purposes represented a quarter of all programmes being used or written in that industry(1).

163. Computer-assisted learning

Several Member States refer to the potential uses of computers as an aid to individualized instruction - even in the home by remote control terminals - but give no examples of current usage.

164. Gramophones and tape recorders

A growing number of students are able to study by following courses (especially those dealing with modern languages) on gramophone and tape recordings.

165. Learning by correspondence

The efficiency of postal tuition, another term for correspondence education, has been greatly increased. Courses are planned with meticulous care so that each unit or frame forms part of a logical progression and yet can be treated by the learner as self-contained. The material is closely related to the student's experience and his immediate needs to an extent rare in textbooks. Each package is dispatched at regular intervals and completed work is marked quickly, sometimes with the aid of a computer. The course material now often includes textbooks, learning aids such as microscopes for science students, and casette tape recordings.

166. Modules and flexible time-tables

In the past an impediment to learning for the adult was the inflexibility of course structures and of time-tabling of classes. Now there is an increasing tendency to allow the learner to travel at his own speed and in his own time. For example:

> New forms of training programmes are being introduced in the course centres. so-called module structured syllabuses. Instruction is divided into instalments and pursues specific objectives. The respective instalments (modules) lead step by step to increasingly advanced levels of training; trainees study one or more modules according to the requirements of their individual employment objectives. (Finland).

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(1) See J. Maddison, New Trends in Educational Technology and Industrial Pedagogy (Antwerp, 1971), p. 35.

> ... almost all examinations and qualifications can be achieved in small study units and in a manner adapted to adults ... (Federal Republic of Germany).

167. Counselling

167.1 An accessible counselling service is indispensable to the student working mainly or principally by himself. In the past, very few adult education institutions were able to offer advice to individual students. The picture is now beginning to change. In Cyprus, for example:

> An appreciable proportion of Public Assistance recipients were rehabilitated mainly through counselling services and the vocational education programmes and have become financially independent through productive employment. (Cyprus).

167.2 Few institutions as yet, other than those richly endowed like the Open University in the United Kingdom, have employed full-time counsellors but there is growing evidence that administrators and organizers are adopting ways and means of supplying useful information to would-be students and of helping registered students surmount their difficulties. In Canada:

> More and more, local advisory committees, consisting of the people to be served, are involved in assessing the needs of the community and in advising on matters of curriculum. A programme of counselling sometimes precedes placement for training, particularly for these programmes designed to cope with the economic dimension of adult education. In many countries it is felt that programmes must focus more on the needs of learners than on what adult educators think they need. (Canada).

In Sweden there is an advisory telephone service to which students can refer at any time during the day or night. Elsewhere, advisory telephone services are available at specified times.

3. Reaching the educationally disadvantaged

168.1 Several Member States have devoted special attention to this central problem.

> The main lines of approach are expected to be various kinds of outreach activities which may help, among others, those with weak educational motivation to study. Tiring work, long journeys between home and work, and shift work, are often hindrances to cultural activity among adults. An effort must be made to eliminate such hindrances, e.g. by arranging the place and time of study to fit in with local desires. (Sweden).

168.2 Swedish radio and television beam regular programmes at factory-based audiences. In Iraq:

> Radio programmes are extended to adults in the farm and in the factory. (Iraq).

Other countries also rely upon the mass media. In the Federal Republic of Germany, for instance, the Bavarian Telekolleg appeals to a wide audience through the mediation of volunteer aides.

> Because of the difficulty of involving people with little education and little income, pilot programmes were developed to try new ways of teaching them. New programmes have featured the employment of sub-professional, indigenous programme aides who receive training from and are supervised by a university-educated professional adult educator. Typically, the professional recruits these aides from the group of people the programme is expected to reach. The aides are paid for the actual working time, usually in a temporary employment status. Several purposes are served by this arrangement. It is efficient in reaching large numbers of people with face-to-face instruction; it is economical as compared with the cost of teaching by professionals; it reaches clientele who are not accessible to professionals; non-professional paid personnel allow flexibility in staffing for particular clientele and programme emphasis. (Federal Republic of Germany).

169. The Paolo Freire Method

Within the last few years the ideas of Paolo Freire have aroused much interest among educationists. Based on his work in Brazil, Freire has propounded the following general principles:

1. Present methods of instructing the educationally disadvantaged serve only to preserve the social and political status quo.
2. Learning should be a process of becoming aware of oneself and the nature of one's environment (the process of concientisación).
3. People should learn to read and write through real life situations.
4. Instructors should act as catalysts or enablers and not instruct ex cathedra.

170. Functional literacy methods

170.1 As a specific illustration of methods of reaching the educationally disadvantaged, it is instructive to refer to functional literacy programmes. Literacy no longer means teaching reading, writing and arithmetic, but rather education combined with training for economic and social development. This education includes elements such as vocational training or further training, social and economic education, hygiene and the development of reasoning ability. It calls for a methodological approach having as its point of departure and point of impact, man - in a group situation, as he is related to a given milieu, and in terms of development. Knowledge of the milieu and of the adult world, its problems, needs and aspirations, constitutes the first step in this methodology.

The milieu must first, therefore, be identified. It is conceived as an ensemble of interactions between, on the one hand, the demands of development programmes and, on the other hand, the social and cultural environment of the population being called upon to participate in the development undertakings. In other words, in a functional literacy project the milieu is defined in terms of objectives and problems. The identification of these objectives and problems is indispensable before educational programmes of a truly functional character can be designed. Different methods of investigation may be used: direct observation questionnaires, non-directive interviews, group interviews, etc. The milieu is not merely the object of study. The community must participate in the analysis of its own problems and its own needs.

The object is to find out how individuals and groups perceive their problems and their needs - what they consider important. The second essential stage of this methodological approach involves the development of learning programmes, the preparation of teaching materials, and the training of instructors.

First, the programmes are integrated into the activities of the milieu. They respond - for functional literacy is an educational response - to the preoccupations of a community and to the way they earn their living, and are made up of two types of educational activities:

(a) practical activities taking place on the site of work (fields, workshops, construction sites);

(b) theoretical activities in the classroom: scientific and technical training, socio-economic education, book-keeping, oral expression (animation) and written expression (literacy).

Practical activities on the job and theoretical activities are integrated into the framework of a single unit of work and reinforce each other. Classroom activities carry on from or precede practical activities, so that knowledge acquired through practice comes back to the classroom and is the subject of theoretical application. Educational methods and techniques are adapted to each specific milieu, to the background of the instructor and to the national and local resources available for creating them. It is desirable to develop educational supports which are both varied and flexible, be they for the teacher (notes, guidebooks, periodicals concerning teaching methods), for the individual adult learner (notes, or reading texts), or for group use (posters, slides, film recordings, flannelgraphs, figurines and mobile reading devices). Before being produced in quantity this material is first tested in the field on an experimental basis.

Teachers in the formal school system are only one of the sources, as a socio-professional horizon limited to children meets only imperfectly the requirements of functional education for adults. More and more instructors come from the world of work (literate technicians, workers and farmers) and these people receive an appropriate pedagogical training; moreover their work is facilitated by the use of self-teaching devices.

4. Democratization of institutions

171.1 There is a growing trend to replace with self-education ventures those popular culture ventures which represent a manner of distributing somewhat élitist cultural goods. Called "capacitacion" or "dinamizacion" of culture in Latin America, these ventures are premised upon the individual as the agent of his own training and of the advancement of his community. (Canada).

> ... the needs of the individual, his attitudes and his conception of self are studied and he is not only bombarded with information and other stimuli, but is actively involved in the planning and execution of programmes at his level. (Ghana).

171.2 This tendency for individuals and groups to become self-programming, described in the Canadian and Ghanaian reports, is relatively widespread. During the period under review, study circles in Scandinavian countries expanded at an ever increasing rate. Elsewhere self-governing groups were formed to discuss communal problems and frequently to decide upon communal action.

171.3 Within institutions there was an equally striking tendency for students to have a larger say in the formulation of programmes, the choice of objectives and methods of study, and matters affecting financing and organization. In many institutions students' councils were introduced.

171.4 In some countries where the sexes have traditionally been segregated in educational programmes, there is now a move to mix them in the same groups.

> The principle of mixing men and women in adult education courses has been very satisfactory not only socially but pedagogically. (Columbia).

5. Learning aids and materials

172. Audio-visual aids

172.1 Since 1960 many more learning aids have become accessible and there has been a striking improvement in the design of equipment; many Member States refer, for example, to the value of the overhead projector.

Almost without exception Member States are strongly in favour of the extensive use of audio-visual aids. Some States ensure that they are available in good supply to all institutions:

> In so far as material equipment is concerned, there are sufficient stocks. Even in the remotest villages there is at least one 16 mm film projector, a mechanical slide projector, in some cases an automatic projector. The tape recorder has become accessible. (Czechoslovakia).

Other Member States comment, however, that audio-visual aids are relatively expensive to buy and involve substantial maintenance costs. There is also the problem for many institutions that when equipment breaks down, no one is competent to repair it or the essential spare parts are unobtainable.

172.2 It cannot be too strongly emphasized that in many countries audio-visual aids are in desperately short supply or even non-existent. Moreover, even when they are available, it by no means follows that teachers know how to use them. Thus in Kenya:

> The presence of the equipment does not guarantee its frequent and effective use! The teachers require as much training in the use of these aids as the students. (Kenya).

172.3 One highly industrialized Member State is also at pains to point out:

> The history of America has been that the technical equipment of communication has kept a few paces ahead of the capability of the human masters to use it effectively. (United States of America).

173. Books and other reading material

173.1 In many countries the shortage of books, newspapers and reading materials of all kinds is acute and the logistical problems involved in increasing the supply are immense. The lack of follow-up materials continues to militate against the successful outcome of many programmes, especially in the literacy field. One cause of the trouble is that publishers are not interested in books about adult education. They point out that potential sales are commercially inadequate and that too little good material is offered them. The importance cannot be exaggerated therefore of government or privately subsidized publishing companies such as the East African Publishing House. Some Member States tackle the problem by publishing materials directly out of public funds; in Cuba, for instance, 25 million textbooks have been published with 120 different titles.

173.2 Some Member States report that ad hoc texts are prepared for specific courses.

173.3 The spread of offset printing and xeroxing has enabled some institutions to produce reading materials speedily and at relatively low cost.

173.4 Some Member States such as India, Nigeria and Zambia provide mobile library services, at least in some areas. Thailand has opened a number of village reading centres, but cannot "expand the programme in other parts of the country" because it is too expensive; instead the government has established village newspaper reading centres. Wall newspapers are provided in many Member States. In Singapore the Ministry of Education expects "the National Library and its branch libraries to provide supporting material for different types of programmes organized by different adult education agencies".

6. The rôle of the mass media

174. Educational value of the mass media

Member States uniformly agree that the mass media are playing an increasingly important rôle in the education of adults. Young people are especially attuned to acquiring knowledge through the media. Finland reports:

> The marked spread and development of the communications media during the 60s (the TV network covered the entire country at the end of that decade) as well as increased intellectual contacts have brought a greater awareness of the world's problems - pollution, threat of war, population expansion, etc. (Finland).

But Member States differ considerably in the degree to which they use the mass media. Some stress the direct educational function of radio and television, whereas others, echoing Mr. H. Cassirer, stress their indirect function:

> It is not only news and documentaries, but also fiction and drama, games and songs, that convey an image of the world that shapes the minds of youths and adults alike(1).

175. The educational uses of radio

175.1 With the widespread sale of low-cost transistor sets, radio offers the possibility of reaching many people and is increasingly a medium used in developing countries. "Educational radio concentrates its attention more and more upon adults." (Togo).

175.2 Radio is especially important in the teaching of illiterates. One important innovation in many Latin American countries has been the radio literacy school.

> The basic educational components of the radio literacy programmes are radio cells or centres in rural areas where villagers gather to listen to one-hour educational programmes from a station sponsored by the Catholic Church. While the programmes are related to basic literacy training, they are also concerned with the practical application of education, as well as rural and religious training. The students listen to a broadcast and then study for an additional hour or more with tutorial support from an auxiliary or helper, who is usually a young person aged 18-25 with at least a primary school education.(2)

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(1) H.R. Cassirer, "Adult education in the era of modern technology" in Convergence, Vol. III, No. 2, 1970, p.38.

(2) J.W. Wendich, "Spanish-speaking South America" in J. Lowe, ed. Adult education in developing countries (Edinburgh 1971) p.214.

More or less similar versions of the radio literacy schools exist in many countries, including the Philippines. In some countries, Sweden and the United Kingdom, for example, the radio has been used to present language courses for immigrants.

175.3 Radio is now generally recognized as an invaluable tool of informal instruction:

> Increasingly the radio has been used as a means of communicating government policies to the people and harnessing its potential in the implementation of crucial development programmes. (Ceylon).

In Senegal radio was used with great effect in an experimental project designed to raise the educational standards of Wolof-speaking women.

175.4 Various steps have been taken to make radio instruction for adults more effective. These have included: distributing booklets to supplement a series of programmes; improving recording facilities; preparing cassettes and loaning or selling them at low cost. Sweden mentions the distribution of instructional packages for follow-up teaching, containing, for example, "a textbook, exercise book, slides, still films and teacher's guide, and appropriate training for the teachers". Denmark reports that a tape-library for schools and for adult education agencies has been established in all major municipalities. In several Member States an ad hoc background book is prepared for students following a systematic course.

175.5 One obstacle to the more effective use of radio, to which several States refer, is the practice of broadcasting programmes at fixed times of day with no repeats. Sometimes this problem is overcome by the broadcasting stations making recordings available to adult groups.

175.6 The use of radio as a means of dispensing information or instruction may be hampered by technical problems:

> For the greater part of the 1960's wired broadcasting (radiofusion - radio network) was used, but the efficacy of this system is now seriously in doubt. People are therefore encouraged to own portable transistors. Another difficulty experienced in the federation is that most of the country's radio stations have weak transmitters. (Nigeria).

175.7 Some Member States point out that radio is a much cheaper medium of instruction than television:

> Adult educators are, however, aware that television is a costly medium and that its coverage over the country is limited. The cheaper and more easily available medium of radio has to be exploited. (Ghana).

176. The educational uses of television

176.1 Many Member States already use television or are contemplating its use as an instrument of adult education. It is significant, however, that no extravagant claims are made on its behalf. On the contrary, the prevailing view appears to be that television is to be used sparingly and in conjunction with other instructional media. At least one Member State, Tanzania, has no immediate intention of using television at all. And Guatemala reports the relative failure of a literacy course of ninety lessons provided by means of television between 1962 and 1965. The reasons for the failure were as follows:

1. Only one programme was broadcast each day.
2. The literacy centres were not inspected.
3. For a variety of reasons the students on the course viewed the programmes irregularly.
4. Because of a shortage of television sets the students were crammed uncomfortably together in the viewing centres.
5. The viewing groups were heterogeneous.

176.2 In 1969 the Union of Soviet Socialist Republics opened the Central People's Television University. Hungary is on the verge of opening a general television channel of which the first responsibility will be to provide direct instructional programmes. In Japan:

> Under the radio wave administrative policy, ordinary TV stations are required to allot more than 30% of their TV programmes to the educational and cultural programmes while the educational TV stations (one channel of NHK TV, Public TV Station, and two private TV stations) are called upon to allocate more than half of their weekly programmes to educational programmes. (Japan).

176.3 In several developing countries educational television is now well established. The numerous teleclubs in French-speaking Africa have given rise to a variety of experiments. Such clubs flourish in Ivory Coast and in Tunisia, where in 1969 educational television programmes were being followed by over 25,000 people, of whom 13,000 were adults.

177. Videotaping of TV programmes

The appearance of television video recorders has been a boon to teachers, most of whom regard videotapes as far more useful than direct radio or television programmes because they are under their own control.

178. Television and industrial training

Television is being increasingly used as a medium of instruction in industrial training. A "television project" in Poland, financed with the assistance of Unesco, involved putting out television programmes from September 1966 for the benefit of employed people requiring higher technical education.

> ... the very first stage of this project produced a number of significant results. In addition to the amelioration of the technical aspect of television programmes a great deal of experience was acquired in the planning of curricula; the services of leading scientists and gifted teachers were secured; the syllabuses of higher education centres were secured and textbooks were modernized(1).

179. Closed-circuit television

Closed-circuit television has been introduced to a limited extent both in industrial training courses and in general classes for adults. It is recognized as a valuable way of illustrating small-scale experiments. It has also been found invaluable as a means of improving the instructional skills of teachers.

180. Cable television

In the information they supplied to Unesco several Member States referred to the considerable potential value of cable-distributed television but few appeared to be making much use of it at the present time. Several cities in North America and the United Kingdom, which have adopted this technique in order to provide a school television service, provide regular programmes for adults in the evenings and at weekends.

181. Films

181.1 The use of educational films has been intensified since 1960. In several Member States a series of instructional films have been made depicting the day-to-day lives of a fictional family or community. In Gabon, for example, one popular series is known as "Où va Koumba?" The Union of Soviet Socialist Republics reports not only that a number of film studios have gone over to the exclusive production of educational films but that the trend is to make a series of films on one theme rather than a variety of "distinct" films. Film loops are also in wide circulation. Some Member States refer to the great utility of the low-cost super 8 mm film.

181.2 In many Member States strenuous efforts have been made to improve the cataloguing, storage and distribution of films. Mobile cinemas are used in some countries.

182. The press

182.1 In several Member States the Press is required to play an educational rôle. In others, newspapers voluntarily set aside several regular columns for instructional purposes.

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(1) Unesco, Television and higher technical education of the employed (Paris, 1969) p.3.

182.2 The United States of America report points out that although:

> Journalists do not consider themselves adult educators, they perceive themselves as shaping the viewpoint and values of people. (United States of America).

7. Multi-media instructional systems

183. The systems approach

> "Systems" represents an approach that seeks to model the technology of education on the methods of analysis which have proved so successful in designing complex engineering and business systems(1).

From the available evidence it is quite clear that relatively few of the more traditional adult education institutions have introduced the systems approach in planning their programmes. The approach has been adopted, however, in two areas:

1. In occupational training.
2. Institutions such as the Open University in the United Kingdom which use a combination of methods.

184. Curriculum design

Nor is there much evidence, again excluding the occupational training field, of a general disposition to apply the discoveries derived from research in curriculum planning. Some Member States are keen on curriculum reform but encounter obstacles. For example:

> The schools are asked to design their own curriculum according to local demands. But the progress is still slow due to lack of understanding of non-formal education in the public and rigid adherence to formal education that has been practised for a long time. (Thailand).

185. Some multi-media instructional systems

185.1 Multi-media instructional systems involve the combination of a variety of methods and techniques to facilitate learning by individuals or by groups of students. Effectively used they reduce costs and yet raise efficiency. Bayerischer Rundfunk in the Federal Republic of Germany has been providing Telekolleg courses since 1967, which combine systematic instruction by means of television programmes, correspondence courses and group meetings. In France the Conservatoire des Arts et Métiers broadcasts on a special wavelength.

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(1) J. Maddison, New trends in educational technology and industrial pedagogy, p.15.

185.2 Currently, the most discussed use of the multi-media systems approach is that by the Open University in the United Kingdom, which was formally inaugurated on 30 May 1969. Every night, with repeats on Saturday and Sunday morning, students can follow a course of lectures and demonstrations on national television or lectures only on sound radio. Every student is given material to be studied by correspondence, written exercises to perform and study kits, where appropriate. There are also specially prepared prescribed texts for him to read and digest. He is also allocated a personal tutor who marks his written work and generally tenders advice and monitors his progress. Each tutor is responsible for supervising approximately twenty students. Students are required to spend one fortnight in residence each year on the campus of an existing university, where they undertake an unusually intensive period of study inside and outside the classroom. Throughout the British Isles facilities are provided for groups of students to assemble in selected study centres both to view television programmes and to enter into group discussion under the leadership of a locally appointed part-time tutor. The facilities include television and VHF radio sets, tape recorders, projectors, a library of recorded broadcasts and computer terminals for mathematics students.

185.3 None of the methods used is individually novel. What is innovatory is the fact that they are systematically integrated. Thus, whereas traditionally the main input in universities has been through lectures, the emphasis here is upon stimulating the student to learn in a variety of ways. Though the academic staff decide what is to be taught, the applied educational methods unit recommends which will be the most effective method to use, suggesting which parts can best be dealt with through the television medium, which parts through a correspondence course, and so on. It is also considered essential that the student should follow a branching rather than a linear programme of study, so that when a gap in his knowledge or a failure to understand is exposed he can quickly be directed to remedial exercises. By making extensive use of computers the headquarters staff maintains a close watch on each student's progress.

185.4 The whole country is parcelled out into regions, each under the supervision of a director and supporting staff. The director is responsible for arranging interviewing and counselling services for would-be and actual students, for selecting study centres, and for administering residential schools. Counselling is carried out partly by full-time counsellors but mainly by part-time appointees, who are required to see students once a fortnight either singly or in groups. The appointment of counsellors is a significant innovation since in the past adult students have usually been left to sink or swim unaided.

185.5 The uniqueness of the Open University lies in its nationwide coverage, its intimate relationship with the national broadcasting system and its exploitation of all the learning and teaching aids at the disposal of educationalists.

185.6 More or less similar versions of the Open University exist in the Federal Republic of Germany, Poland, the Union of Soviet Socialist Republics and the United States of America. In Japan the progress of information technology has had a profound effect on the education process. Big electronics companies have competed with each other in developing new teaching devices. Theories and practices derived from computer-assisted instruction have been introduced to educators and a national organization entitled The Association for the Study of Educational Technology has been brought into being. The most up-to-date instructional methods are being adopted by the "University of the Air", established in 1971.

8. Evaluation

186.1 There seems little doubt that the great majority of institutions make little or no attempt to assess the value of the courses and programmes which they offer.

> Evidence available indicates that no systematic research has been carried out describing and evaluating the general methods employed in Kenya's varied educational service. What is available and what subjective assessments have been made all indicate a general lack of conscious choice of methods and a general tendency to replicate the unimaginative note methods the tutors and instructors experienced during their own school or post-school education. (Kenya).

186.2 In many Member States evaluation would appear to imply no more than estimating how many people have been made literate during a specified period of time. At the same time, the importance of assessment or evaluation is now generally recognized and an increasing number of institutions are starting to use more or less sophisticated measuring instruments.

> In Ghana:
>
> Reappraisal as a single definitive process has not been characteristic of Ghanaian adult education ... However, each organization and each department concerned with adult education has been involved in a continuous process of reappraisal, finding out reasons for successes and failures and attempting all the time to consolidate and provide a more effective and efficient source to a wider group of people. This continuous appraisal has been mainly intuitive, reinforced by experiments and trial and error. Without discrediting this approach, there are new attempts to add to it the empirical statistical approach of the social scientists. (Ghana).

The widespread adoption of evaluation instruments is unlikely to take place so long as no more than a tiny minority of adult education personnel remain untrained in their uses.

186.3 The importance of applying evaluation techniques to adult education programmes can best be demonstrated by reference to functional literacy projects. In these projects a system of applied research linked with evaluation leads to:

(a) the elaboration of a non-formal adult education programme defining in operational terms the goals to be achieved;

(b) the isolation of such factors or variables in the structure of the programmes as: educational materials; participants; the teaching-learning process;

(c) application of longitudinal and cross-sectional measurements of variables using various types of instruments which permit a more or less exact analysis of the results obtained;

(d) permanent feedback of results to the programme specialists thereby allowing constant readjustment of the educational inputs: curricula, educational materials, training, and so on;

(e) measurement of achievements in terms of the objectives to be reached and in terms of the skills and knowledge acquired by individual participants;

(f) assessment of the achievements of the programme in the larger context of the development of the relevant community.

186.4 One area in which there has been a good deal of evaluation is in that of radio and television through audience research.

186.5 Apart from their practical utility as a means of assessing the value of a given programme, evaluation procedures oblige administrators and organizers to define their objectives with precision.

In Sweden:

> It has also been found to be necessary to draw up a specification of goals for each course, to make a selection of subject matter corresponding to the goals and a choice of media which enables the course to be used both for individual studies and group teaching.

CHAPTER VIII

RESEARCH IN ADULT EDUCATION

187. The position in 1960

187.1 At the time of the Montreal Conference few people either within or outside universities had shown much interest in research in the theory and practice of adult education. There was, indeed, a general feeling among professional adult educators that research was an esoteric pursuit with little to offer them by way of practical outcomes.

187.2 The lack of interest was not suprising for three main reasons:

1. The field of adult education still appeared amorphous and ill-defined.
2. The total number of professional adult educators even in those countries with a long tradition of providing adult education services, was small and these workers were so heavily engaged in day to day administration or teaching that they had no time to think about research. In any case, almost none of them had received any preparatory professional training or specific instruction in research methods.
3. Specialists in general educational theory and practice, not to speak of specialists in other academic disciplines such as sociology and psychology, were either indifferent to or unaware of the existence of adult education as a potential area of inquiry.

187.3 Since Montreal, however, an urgent need for research has been appreciated not only by a growing number of professional adult educators but also by some public officials and managers concerned to develop human resources in industry and commerce. The result has been a striking increase in the amount of research undertaken by university teachers and practitioners.

188. Reasons for the new interest in research

188.1 There are several interconnected reasons for this new found interest, of which the three principal ones are as follows:

1. A significant number of professional adult educators have realized that only by undertaking empirical inquiries themselves, or by commissioning others to do so, can they effectively appraise the validity of their objectives and the means used to achieve them.

   We cannot be satisfied with the application of ready-made answers to individual situations; we wish to know what is meant in practice by adult education, what particular solutions are suitable for a certain village, a certain town, a certain social category, a certain person with a particular kind of temperament.

What place is there for the individual in a communist society at the present moment? How much attention should be paid to the rôle of the individual? (Poland)

2. Many adult educators have also realized that they will never command the degree of public support required for the full-scale development of their field so long as they are unable to produce compelling evidence of its practical utility. Although themselves convinced of the indispensable rôle that adult education should be playing in assisting contemporary societies to overcome their manifold problems, they can produce only slender objective evidence to sustain their convictions.

   It is not possible to indicate the country's main social, economic and political objectives, which have been strongly supported by adult education. The complexity of modern society obstructs the view on the nature of the relation between adult education and the country's main objectives.

   The result can be observed: but the process by which it occurred, the link and mutual relation, defies clear and orderly explanation. (Netherlands).

   Canada refers to "the most significant finding" of a recent symposium on adult education research:

   ...there is an almost universal absence of critical analysis of educational activities designed to measure their impact upon development. Evaluation is too often a short-term process, undertaken from the viewpoint of the sponsoring individual or agency, and frequently serving only to provide statistical support for the spontaneous judgements of administrators respecting the anticipated effects of their training programmes (Canada).

   In short, in order to be able to touch public funds for much larger subventions, adult educators must be able to adduce research findings that will impress sceptical policy-makers at all levels.

3. As pointed out in Chapter V, the vast increase in the number of adult educators has led to the creation of many professional training units, especially within the universities. The staff appointed to these units have been obliged to engage in research as a necessary way of building up a body of tested knowledge that can be studied by students. Moreover, as part of the training process particularly at the higher degree level, they have required their students to learn how to do research and to write dissertations or theses based upon specific inquiries. In many Member States a good deal of the unpublished research and not a little of the published material on adult education has been the work of postgraduate students.

188.2 One indication of a lively interest in research since about 1965 has been the frequency with which national and international conferences and seminars have been convened. For example, in 1966 the Adult Education Association of East and Central Africa devoted its annual conference to the subject of research and at its closing session passed the following resolutions:

> "1. That research must be given more objective prominence in the planning of adult education since only in this way could proper planning and co-ordination be achieved and correct evaluation be made.
>
> 2. That immediate steps should be taken by participants to instigate research projects. A basic beginning should include the provision of a bibliography of relevant adult education articles of research work, the history of local adult education development with suitable evaluation and description of organizations to highlight gaps in provision.
>
> 3. That pressure might be brought on governments to include more adult educational material in their national census returns.
>
> 4. That emphasis should be placed upon the fullest use of existing research institutes rather than on the establishment of new ones.
>
> 5. That external assistance should be called for from such institutions as Unesco, Ministry of Overseas Development, overseas universities for staff and finance to help in the research field, and that where possible the advantages of securing secondments of suitable persons who have already had experience of working in relevant fields in Africa should be exploited."

189. Types of research

189.1 The main emphasis is undoubtedly upon applied research, that is, research designed to help answer urgent questions and to produce findings that can be applied operationally by the learner, teacher, administrator or policy-maker. In the USSR, for example, a specific goal of research is to enhance the effectiveness of the evening schools. Thus the Research Institute of Evening and Correspondence Schools of the Academy of Educational Sciences, founded in Leningrad in 1961, has under its wing experimental schools in Leningrad, Moscow and Voronev. The institute now studies adult education phenomena of all kinds and has been renamed the "General Adult Education Research Institute". It employs one hundred research workers, representing a variety of disciplines, and has a library of 200,000 books. The United States of America refers to "Increased research on the functional needs of adults".

189.2 The importance of research designed to produce practical results was recognized in the Final Report of the World Conference of Ministers of Education on the Eradication of Illiteracy, (Teheran, 1965):

> It is recommended that, to achieve optimum results in literacy work, the best teaching methods, based on scientific principles, be used, and that accordingly:

(i) before embarking upon a teaching programme, a thorough analysis be made of the social milieu, economic and cultural level and personal and working experience of the adult learners concerned;

(ii) at the conclusion of the courses, precise methods be used to evaluate the amount learned, the extent to which reading and writing have been mastered, and the learner's general progress;

(iii) tests be carried out some years later to determine how much has been retained by new literates who have not continued their studies, since information as to success or failure will be of great use in preventing a relapse into illiteracy;

(iv) a series of studies based on homogeneous groups be made in order to compare the cost and effectiveness of the different media and methods, including audio-visual aids, used in literacy work;

(v) the successful experiences of countries which have undertaken the eradication of illiteracy be made available to others.

190. Action research

Action research has become a feature of functional literacy and other programmes. It involves empirically assessing an operational programme while it is in progress, with a view to detecting weaknesses or errors and indicating ways of eradicating them.

191. Pure research

Pure research yields second place in priority to applied and action research, especially in the developing countries. In the Socialist countries of Eastern Europe and to a less extent in North America attempts have been made to formulate theories which can be empirically tested.

192. Research priorities

The main topics that have attracted or are attracting the attention of researchers are as follows:

1. Studying ways and means of interesting non-participants in adult education. Poland singles out this topic, as does Singapore:

> Research into the provision of education for persons not yet involved in adult education and the correlation between social mobility and continuing education. (Singapore).

2. Attempts to discover whether or not such innovations have achieved their stated goals. Such attempts have become a feature of pilot projects, especially those financed out of bilateral or multilateral aid funds.

3. Investigations of student motivation to learn or to resist learning.

4. Investigations of why students withdraw from programmes.

5. The effects of ageing upon adult learning capacity.

6. Inquiries into the effectiveness of various methods of student assessment, for example, the utility of final examination papers as against continual assessment.

7. Attempts to compare the effectiveness of different methods and techniques of communication.

8. The educational uses of mass communications and the relevance of communications theory to actual practice.

9. Problems relating to information retrieval.

193. Who are the researchers?

193.1 Although research demanding advanced professional knowledge and the use of sophisticated instruments has usually been carried out within the universities or in special institutes, elementary but valuable studies have been conducted at the field level. Training courses for field workers now normally include an introduction to social survey methods so that, at the very least, the professional adult educator will know how to keep careful statistical records and to institute local surveys. In Yugoslavia, for example, each People's or Workers' University has a research and evaluation unit.

193.2 Major research tasks are mainly undertaken by individuals or teams from the universities. The period since 1960 has seen a remarkable increase in the number of university staff and post-graduate students interested in adult education not only in Europe and North America but more recently in the developing countries of Africa, Asia and Latin America.

193.3 In the past researchers in other disciplines than education very seldom turned their attention to adult educational phenomena but more recently, they have been tending to do so. This tendency, complemented by a desire on the part of adult educationists to benefit from the advice of scholars in other disciplines, has highlighted the value of inter-disciplinary studies. The World Conference of Ministers of Education on the Eradication of Illiteracy recommended that:

> In view of the interrelationship of literacy work and sociological research ....there be increasingly close co-operation between adult education experts and specialists in the social sciences.

193.4 With the support of Unesco a European Centre for the Study of Leisure and Education was established in Prague in 1968. This centre, in common with other recently established regional institutes, conducts major cross-cultural surveys.

194. Adult education as an academic subject

194.1 The obligation placed upon training units to design syllabuses for training courses and the appearance of many more professional workers has led to more concentrated thinking about the nature of the field of adult education. Does it consist of a host of disparate activities or is it susceptible of study in the way that history or chemistry is? Can it be treated as an academic discipline? Upon this point serious doubts remain in the minds of many adult educators but in an increasing number of countries the claim is put forward that adult education has as much right to be considered an academic subject as any other.

194.2 In several countries the study of adult education has been given the rubric of "Andragogy" in order that it may be distinguished from "Pedagogy". The use of the term "andragogy" is intended to show that the learning capacities, attitudes, needs and problems of adults are different from those of children and young people.

195. University departments of andragogy or adult education

Prior to 1960 there were very few university departments uniquely concerned with research and professional training in adult education. By 1972 there were a good number. Higher degrees in adult education are now offered at universities in nearly all the Socialist Member States, in Canada, the Federal German Republic, Italy, the Netherlands, United Kingdom and the United States of America. Several Member States report plans to offer appropriate higher degrees in the near future. There are proposals to establish professorial chairs in adult education in Bolivia and Cuba.

196. Obstacles to the development of research

Despite the spectacular increase in the volume of research undertaken since 1960 there appears to be a widespread feeling that it is inadequate in relation to the scale of need. Obstacles to the advancement of research include a lack of finance and trained investigators, the failure of researchers and practitioners to communicate with each other, the continuing hostility or indifference towards research of many practitioners and the lack of efficient procedures for collecting and disseminating information.

197. Documentation and bibliographies

197.1 The explosion of material relating to adult education has led to some systematic attempts to collate and catalogue it. The Educational Resources Information Centre (ERIC) based at Syracuse University, United States of America, since 1965 not only provides a cumulative bibliography of the flow of written material that is pouring out but has collated and classified a large amount of previous publications. Documentation centres have been set up in Western Germany and the Nordic countries.

197.2 In the United Kingdom the Bibliography of Adult Education (T. Kelly, ed., 1962) is on the point of being updated and meanwhile has been supplemented by annual lists of research in progress and completed publications in the annual Yearbook of the NIAE. Detailed bibliographies of adult education in Canada and

Africa have also appeared (Lalage Bown, ed., A preliminary Bibliography of African Adult Education, mimeo, 1967). A comprehensive bibliography of adult education in western Europe will probably be published late in 1972. The Institute for Adult Literacy Methods in Teheran is not only conducting comparative inquiries into the effectiveness of different methods of literacy teaching but issueing regular bibliographies and abstracts. Along with ERIC, NIAE and the European Bureau of Adult Education, the Institute also provides an abstracting service.

197.3 The point has frequently been made that because adult education is an inter-disciplinary field there is a vast and rapidly expanding literature impinging upon its activities in such disciplines as sociology and psychology. It is now generally agreed that an adult educator who wishes to be the master of his subject must at least know how to seek information from cognate fields.

198. The literature of adult education

A large amount of literature about adult education has now begun to accumulate. The output takes the following forms: official publications of international and national agencies; theoretical studies; major descriptive studies; articles, reviews and notes in journals; published research findings; unpublished research findings chiefly in the form of theses and dissertations.

199. Official publications

Official publications have become plentiful. Unesco's own catalogue is long and especially strong in the field of mass communications. The Department of Health, Welfare and Education in the United States has published a series of special reports. Ministries of Education, Social Welfare and Agriculture in certain developing countries frequently publish reports. A growing number of specialist agencies such as adult education boards and university departments of adult education, publish reports and studies, which they are usually willing to distribute among interested scholars in other countries.

200. Theoretical studies

200.1 Theoretical works about adult education have appeared in some quantity in the Socialist countries of Eastern Europe. In 1966 a group of Yugoslav scholars produced a major theoretical study, Essentials of Andragogy (Sarajevo). An introduction to adult education as a field of study by Professor C. Verner and Dr. A. Booth and entitled Adult Education (1964) is now in its fifth impression. In 1964 there also appeared Adult Education: outlines of an emerging field of university study, edited by Professor G. Jensen, A.A. Liveright and W. Hallenbeck. In Britain a new series of "Studies in Adult Education" has been launched under the sponsorship of Leeds University. 1969 saw the publication of Life-long Learning, a symposium edited by Mr. Frank Jessup and in International Education Year 1970 Unesco published An Introduction to Life-long Learning by Paul Lengrand. In 1970 four detailed accounts of adult education were published: D. Whitlock, ed., Adult Education in Australia; D.O.W. Hall, Adult Education in New Zealand; J. Lowe, Adult Education in England and Wales; R. Smith, R.J. Kidd, and I. Akers, Handbook of Adult Education in the United States.

200.2 In relation to the developing countries two books with almost similar titles but a contrasting approach have appeared: R.C. Prosser's Adult Education for Developing Countries and E. Townsend Coles' Adult Education in Developing Countries. Interest in comparative studies has been aroused. A possible methodology was sketched out in A.A. Liveright and N. Haygood (eds.) The Exeter Papers. Adult Education in France by Dr. C. Titmus has been widely welcomed as a pioneering study of adult education in one country. Adult Education and Nation-Building, edited by Dr. J. Lowe, is a study of the structure, deficiencies and prospects of adult education in a cross-section of developing countries.

201. Journals

201.1 There has been a sharp increase in the number of journals relating to adult education. In addition to the long-established Adult Education (U.K.) and Adult Education U.S.A. we now have the following: Notes and Studies (European Bureau of Adult Education, the Netherlands) Continuous Learning (formerly Food for Thought, Canada); Adult Education (Yugoslavia); Erwachsenenbildung in Osterreich (Adult Education in Austria), Bundesministerium für Unterricht, Wien; Oswiata doroslych (Adult Education), Ministerstvo Oswiaty, Warszawa; La Cultura popolare (Popular Culture), Milano; Adult Education in Finland, Kansanvalistusseura (Soc. for Popular Culture), Helsinki; Professional 'no-tdhniceshoc obrazavanic (Professional technical education), Vyssaja Skola, Moskva; Andragogija, Redakcija casapisa "Andragogija", Zagreb; Alba, Dirección General de Enseñanza Primaria, Campaña Nacional de Promoción Cultural de Adultos, Alcala 104, Madrid; Techniques d'instruction, GRETI, Groupe romand pour l'étude des techniques d'instruction, Genève; Osveta (Volosbildung), Sozialistische Akademic und Volksbildung Institut, Bratislava, Czechoslovakia; Education Permanente (France); The Journal of Australian Adult Education; Convergence (Canada); African Adult Education; (this journal is temporarily out of print but it is hoped to resume publication in the near future); Adult leadership; Teaching adults (U.K.); Studies in Adult Education (U.K., 1969). This list omits journals dealing with related fields, notably those concerned with community development.

201.2 One noteworthy innovation is the decision of two journals to concentrate upon publishing advanced research material. Thus Adult Education (U.S.A.) has ceased to be a forum for primarily descriptive writing and instead provides an outlet for research findings, mainly derived from quantitative inquiries. The new British journal, Studies in Adult Education, is also restricting its space to scholarly material.

202. Major research studies

202.1 In general it is difficult to persuade publishers to accept major research studies in adult education since they consider the potential market too small for commercial purposes. The situation is easiest in the United States of America but even in that country valuable studies remain unpublished. The most outstanding published research study since 1960 has been Johnstone and Rivera, Volunteers for Learning (1964), a comprehensive survey of the characteristics of participants and non-participants in the United States of America. The National Institute for Adult Education in the United Kingdom has been responsible for the publication of a number of important investigations, not least its own surveys of staffing and training and the adequacy of the national provision of adult education. Unesco continues to publish monographs and professional reports, mainly relating to developing countries.

202.2 The amount of published material represents only a fraction of the research completed. In the United States of America there are at any given time several hundred post-graduate students preparing doctoral theses, not to speak of an unknown number of professional adult educators also engaged in research. In the United Kingdom the amount of research in progress has increased more than tenfold since 1965.

203. Comparative studies in adult education

Only since about the middle period of the sixties has the comparative study of adult education become a subject of interest, but once stimulated, interest has become very keen. A good deal of the rapidly expanding literature on adult education contains a sizeable proportion of contributions on cross-cultural themes. The journal Convergence was launched in 1968 expressly to provide an outlet for articles and comments on international topics. University departments of adult education in Australia, Belgium, Canada, the Federal Republic of Germany, Nigeria, the United Kingdom and Yugoslavia have introduced post-graduate courses on comparative adult education. The University of Liverpool has founded a visiting professorship. Systematic efforts are being made to collect comparative data. Above all, groups of adult educators are engaged in attempts to work out a methodology for studying adult education. Pioneer studies were stimulated by the now defunct Centre for the Study of the Liberal Education of Adults, latterly in conjunction with Syracuse University. Some stimulus has also come from the International Congress of University Adult Education and the Ontario Institute for Educational Studies. Under the indirect auspices of ICUAE a seminar was held in 1966 at Exeter, New Hampshire, United States of America, at which one of the objects was to construct working models which could be used by scholars everywhere (see A.A. Liveright and N. Haygood, eds., The Exeter Papers (1967)). At the second quinquennial conference of the ICUAE in 1970 it was resolved to form a comparative education section. But the most determined drive to promote comparative studies has been made by the adult education department of OISE under the energetic leadership of Dr. Roby J. Kidd, who was Chairman of the Montreal Conference. Besides publishing Convergence this department has arranged major seminars on methodology, notably in 1970 at the Pugwash Centre in Nova Scotia, Canada.

CHAPTER IX

INTERNATIONAL CO-OPERATION, EXCHANGES AND AID SCHEMES

204. Introduction

The Montreal Conference attached such importance to international aid and co-operation that one of the three commissions was charged with the task of considering ways and means of fostering it. Ten years later two of the participants at the Conference expressed the view in the pages of Convergence that although some progress had since been achieved, it was incommensurate with the scale of the need(1). That may be so. The fact remains that the volume of international co-operation, contacts and exchanges has grown to an impressive size.

205. United Nations Family

205.1 The first United Nations development decade saw substantial growth of adult educational activities within the United Nations family. Through its Economic and Social Council the United Nations promoted community development projects with educational components, and the United Nations Economic commissions for Latin America, Africa, Asia and the Far East became focal points for regional development schemes which included literacy and adult education programmes. Recently, a United Nations Fund for Population Activities has been started, which includes projects linking adult education with family planning.

205.2 Of the specialized agencies FAO and ILO have developed substantive programmes. Through its Human Resources Development and its Conditions of Work Departments the ILO has helped to improve practices in technical and vocational training and campaigned for norms and conditions of work which facilitate training programmes for workers. In close collaboration with the international trade union movement another section of the ILO has concentrated on the development of labour education. Since 1960 ILO has also published the CIRF Abstracts, the aim of which is to convey up to date information about innovations in vocational training, programme experience and experiments of international interest. Information is also given on major trends in the development of human resources in general.

205.3 FAO has included adult education components in its preservation of natural resources and training of agricultural personnel programmes. It has co-operated closely with Unesco in the implementation of certain functional literacy and farmers' training programmes.

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(1) See E.M. Hutchinson, "Thoughts after Montreal" in Convergence vol. iii, no. 2, 1970, pp. 49-55; G.H.L. Schouten, "European Adult Education ten years after the Montreal Conference" in ibid., pp. 72-5.

205.4 The World Health Organization has sponsored extensive programmes in health education and nutrition.

206. Regional inter-governmental organizations

206.1 During recent years a number of international intergovernmental organizations have taken a growing interest in adult education. The Council of Europe has been very active in promoting collaboration between Member States and in sponsoring inquiries into various aspects of adult education. One group of experts from Member States belonging to the Council of Europe contributed to a symposium on Permanent Education. Another group has been studying the future of adult education in the context of social and technological change. A major survey of adult education in Western Europe is about to appear under the Council's sponsorship. The Organization for Economic Co-operation and Development (OECD) has also sponsored inquiries and publications relevant to adult education in Western Europe.

206.2 The Organization of American States (OAS) has been involved in adult educational activities for many years. Their programmes include technical assistance and fellowships (including awards to CREFAL) and the organization of special centres for professional and technical training as well as conferences, seminars and workshops related to adult education.

206.3 In 1966 the League of Arab States established an organ in its Secretariat called "The Arab Regional Literacy Organization (ARLO) of which the object was to co-ordinate literacy programmes and research and experimental projects within the Arab States. In the short period of its existence it has drawn the attention of respective governments to the necessity of creating departments for literacy work and to the rôle of functional literacy in socio-economic development plans. It has given technical and financial assistance to some States in the form of the services of experts, scholarships and equipment. ARLO now issues a monthly bulletin which provides field workers with up-to-date information about adult literacy and adult education generally. Since September 1971 ARLO has been part of ALESCO (Arab Educational, Cultural and Scientific Organization which is now a specialized agency of the Arab League.

207. International non-governmental organizations

207.1 The number of INGOs active in the field of adult education increased considerably in the sixties. During this period a number of organizations which include adult education activities in their programmes obtained Category "B" consultative status with Unesco. Numerous conferences, seminars and study groups were held, often in co-operation with Unesco. International women's organizations became closely associated with Unesco's Programme for the Promotion of Women.

207.2 In 1968 the International Co-operative Alliance launched a concerted programme in line with the aims of the first development decade (later considerably expanded to relate to the second development decade) and has been closely associated with functional literacy and other adult education programmes in many Member States. It has also organized for its members numerous international and regional seminars on co-operative education.

207.3 Co-operation between Unesco and the International Trade Union movement has also been increasing. Like the ICA the international trade union associations have extended their adult education work in many parts of the world and have also become involved in functional literacy programmes.

207.4 The World Confederation of Labour (WCL) has held a number of adult education conferences and seminars in Europe, Latin America, Africa and Asia for workers and peasants, concentrating especially on development problems and trade union education.

207.5 The International Confederation of Free Trade Unions (ICFTU) in co-operation with the Canadian Labour Confederation sponsored a world conference in 1967 on "Labour Education" in Montreal and has held a number of regional seminars and study groups.

207.6 The World Federation of Trade Unions (WRTU) has been active in the field of literacy and adult education work. In co-operation with Unesco they organized a World Conference on Functional Literacy (Cyprus 1969). Other programmes include seminar-workshops on aspects of professional training and trade union education and development projects.

207.7 The Adult Education Committee of the World Confederation of Organizations of the Teaching Professions (WCOTP), formed only one year before the Montreal Conference, has been extremely active. It has arranged meetings of specialists in many parts of the world and published papers on a number of current topics of concern.

207.8 Similarly, the World Federation of Teachers Unions (WRTU - FISE) is also engaged in adult education work. It has been particularly interested in research about the concept of life-long learning. Among other activities it organized a regional meeting in Khartoum, Sudan (1971) on the rôle of teachers in functional literacy for representatives of African teachers' trade unions.

207.9 Inaugurated in 1960, the International Congress of University Adult Education has held two world conferences at Krogerup, Denmark, in 1965 and at Montreal in 1970. Forty-five universities are in membership. The Congress publishes a quarterly journal, The Journal of the International Congress of University Adult Education. At the 1970 Conference it appointed two standing committees, one on Comparative Adult Education and the other on Research.

207.10 The International Federation of Workers' Educational Association, with a membership of 15 countries, has continued to arrange an annual seminar in addition to occasional conferences.

207.11 INGOs have also been making a contribution to programmes devoted to population control and family education.

207.12 In 1965 a group of activists specializing in correspondence education formed the International Council on Correspondence Education.

208. Regional Associations and Training Institutions

208.1 Outside Europe and North America regional co-operation was virtually non-existent before 1960. But during the sixties several regional associations were formed and there was a general upsurge in regional exchanges of information.

208.2 The first association in order of appearance, in 1964 was the Asian and South Pacific Bureau of Adult Education. This Bureau is supported by nine countries. It publishes a journal, ASPBAE; has sponsored several regional meetings in South-East Asia and despite its lack of resources, has done much to interest the governments and non-governmental agencies in this region in the cause of adult education.

208.3 The East and Central African Adult Education Association was also formed in 1964. It arranges an annual seminar, in conjunction with its annual general meeting, out of which a number of published reports have appeared on such topics as research and training. A momentous step forward was taken at the 1971 conference when the delegates resolved to form a pan-African association, to be known as the African Adult Education Association. It is their fervent hope that the advent of this association will help to bridge the gap between the English-speaking and French-speaking African countries.

208.4 Representatives of a small group of Latin American countries formed in 1966 a regional association entitled Inter-American Federation for Adult Education (FIDEA).

208.5 In 1970 countries in the Caribbean convened a joint meeting in Guyana with financial and technical assistance from Unesco, as a result of which a Caribbean adult education association was formed.

208.6 One area in the world where there has been an unusual amount of co-operation is Central America. Based in Costa Rica is the Instituto Centro-Americano para Extension de la Cultura; and in Mexico the Regional Centre for Functional Literacy in the Rural Areas of Latin America (CREFAL) which is supported by Unesco and the United Nations Development Programme. Colombia acknowledges the valuable service of CREFAL: "But the most important contribution has been given by CREFAL through its technical services, as many of its experts direct and carry out the adult education programme in this country" (Colombia). Venezuela reports that it has sent technical assistance missions to Bolivia, Colombia, Dominican Republic, El Salvador, Honduras, Nicaragua, Panama and Paraguay, for the purpose of exchanging experiences and supplying literacy material.

208.7 The Centro Intercultural de Documentación (CIDOC), internationally famous because of the activities of one of its board members, Dr. Ivan Illich, is: "a meeting place for humanists in every field to discuss ideological change and development in Latin America". The Centre provides research facilities and a documentation service besides organizing occasional seminars.

208.8 Co-operation among the Arab States is mainly associated with ARLO (mentioned previously), the Regional Centre for Functional Literacy in Rural Areas in the Arab States (ASFEC) which is situated at Sirs-el-Layyan in the Arab Republic of Egypt. ASFEC receives financial support from Unesco and UNDP.

208.9 In 1969 adult educators from Canada, Mexico and the United States of America arranged a regional conference which led to the formation of a joint consultative group.

208.10 In Western Europe, despite a continuing shortage of funds, the European Bureau of Adult Education, with twelve members, has greatly extended the scope of its services. Its journal Notes and Studies, published in three languages, is widely read, and since 1969 it has been providing an invaluable abstracting service. The Bureau keeps in constant touch with the Council of Europe and arranges frequent seminars.

209. Exchange programmes

Since Montreal there has been a wide expansion of exchange programmes both for professional adult educators and for workers and members of the co-operative movements. The former are often sponsored by universities and adult education organizations, the latter by the big mass organizations, i.e., ICA, trade unions and youth organizations. Unesco continued to offer travel grants to workers organizations and adult education associations. These exchanges are available for nations of any Member States. The candidates are selected through workers organizations.

210. Informal contacts

Already at the Montreal Conference it was apparent that a tiny band of adult educators had come into existence who spoke a common professional language and who understood one another's aims and problems. That band has since swelled into an orchestra. Thanks to the frequency of international conferences, the increase in travel grants and the reduction in air fares, ever more adult educators are finding it possible to visit their colleagues in other countries and to participate in regional and international gatherings.

211. International aid

211.1 Some Member States emphasize the necessity for more international aid. For example:

> The possibility of developing new methods and techniques of communication is not lacking. But to exploit it we need technical exchange programmes and to profit from the experience of countries which have already progressed in this field. (Turkey)

211.2 In most countries adult education activities continue to benefit from less international aid than other educational activities.

211.3 Following the emergence of many new independent countries in the early sixties, programmes of international aid were considerably expanded through the international programmes of the United Nations family (UNDP and the International Bank for Reconstruction and Development) as well as multilateral and bilateral programmes arranged by Member States themselves.

212. UNDP

The Unesco/UNDP programmes provide experts, equipment and fellowships for developing countries which ask for aid. A number of regional seminars and workshops on adult education and literacy have also been held with UNDP's financial assistance. Both ASFEC and CREFAL are partly financed by UNDP.

213. Funds in trust

213.1 Since 1964 Unesco has administered certain "funds in trust" for Member States. These funds are destined for the development of education in seventeen Member States. Adult education projects have already benefited from this scheme. An example is a project in Afghanistan on "Agriculture credit and Related Services through Co-operatives in operation". The project is carried out in collaboration with FAO and financed by SIDA (Swedish International Development Authorities). A functional literacy project integrated with agricultural extension in Zambia has been financed by High School Students Association of Denmark and Norway.

213.2 A project currently being sponsored by the World Bank and directed by Dr. Philip Coombs is designed to assess the relevance of non-formal education to national development.

214. Multilateral and bilateral aid

214.1 Numerous aid programmes have been arranged by Member States or groups of Member States. Among these are the Scandinavian countries, the United Kingdom, France, the Union of Soviet Socialist Republics, the United States of America, Switzerland, Italy. In addition to providing advisors and equipment, these aid programmes also provide a number of fellowships which enable adult educators from developing countries to attend both short and long-term courses and to make prolonged study tours. Among Member States awarding such fellowships are Australia, Canada, Denmark, the Federal Republic of Germany, Spain Sweden, the United Kingdom, Union of Soviet Socialist Republics and the United States of America.

214.2 Next, there has been a variety of specific aid schemes. Belgium has assisted Burundi. In 1969 Spain donated one million pesetas to the literacy campaign in Paraguay. Denmark trains workers for adult education in rural development at a special centre in Holte as well as in special seminars. Sweden has built and equipped a vocational training centre at Yelepa, Nimba Country, at a cost of $2 million. In 1967 the Scandinavian countries agreed to support a co-operative activity programme in Kenya for a period of five years:

> As a programme of technical co-operation between governments it is considered the world's most ambitious in terms of the number of experts and the amount of finance involved ... The nature of the programme is truly collaborative, Kenya herself participating with both financial and personnel resources. (Sweden)

The Federal Republic of Germany trains adult educators from a select number of countries in Africa and Central America. Japan provides long-term courses for overseas technicians and skilled workers. Saudi Arabia has provided some assistance to Arab States along the Persian Gulf. Israel offers training courses in Israel, particularly at Mount Carmel, sends out experts to run on-the-spot training courses, and supplies specialists for short or long-term assignments.

214.3 There have been several "one-off" or *ad hoc* projects. For example, the Kellogg Foundation (United States of America) provided a capital grant and a recurrent allowance for a limited period of time for the establishment of residential colleges at Nsukka in Eastern Nigeria and at Oxford in the United Kingdom. The Dag Hammarsjkold Foundation (Sweden) financed two major international training courses in correspondence education and assisted five African countries in launching correspondence instructional centres.

214.4 A recent tendency has been for international agencies to finance applied research projects. One such project, directed by Dr. James Sheffield and Dr. Victor Diejomaoh, issued in a substantial report *Non-Formal Education in African Development* (October 1971).

214.5 One negative aspect of international co-operation must be recorded. Developing countries still display a tendency to look for ideas and collaboration not to their neighbours at roughly the same stage of economic and social advance but to one or more industrialized countries with which special links have been established.

215. Reciprocal advantages

International aid does not simply involve one way traffic from the technically advanced countries to developing countries. On the contrary:

> Our experience in this field has shown us that other countries, particularly those of the Third World, have helped us to ask the right questions. They have brought us as much, if not more than, we ourselves can export to them in terms of human resource education. (Canada)

NOTE

The answers to the Unesco questionnaire and the report submitted by Member States contained a great mass of absorbing material. For the purposes of this survey it was necessary to be highly selective. However, it is hoped that for some years to come the material, which will be preserved at Unesco Headquarters, will provide adult education specialists with a rich source of ideas and essential information.

APPENDIX 1

Subject: Third International Conference on Adult Education-Questionnaire

With reference to circular letter ED/7526/1 of 18 March 1971, I have the ... honour to send you annexed to this letter, copies of a questionnaire in regard to certain basic information relating to adult education in your country.

Many questions have not been included in this document, but we expect fuller information to be contained in the final reports that will be prepared by the working groups which we suggested, in the above-mentioned circular letter, you should set up as proposed by the General Conference at its sixteenth session (16 C/5 Approved, paragraph 1393).

Recommendations on the preparation of the replies will be found in the introduction to the questionnaire.

It will doubtless be necessary for the information which will be provided by the institutions and departments concerned to be co-ordinated on the national level in cases where the responsibility for adult education has been decentralized.

The final date for sending in replies is the same as that for sending in the final reports of the working groups, i.e. 31 October 1971. It would be of great help to the Secretariat if this time-limit could be respected.

The replies from Member States will be studied by the Secretariat and summarized in an information document intended for the participants at the Conference.

I thank you in advance for your collaboration. Accept, Sir, the assurances of my highest consideration.

Enclosure:

(signed) J.C. Cairns
Acting Director
Department of Out-of-School Education

QUESTIONNAIRE ON ADULT EDUCATION

(in connexion with the preparations for the
Third International Conference on Adult Education)

The following questionnaire is prepared on the assumption that adult education is considered in the widest possible sense; that it takes into account various aspects: school and out-of-school education for adults; oral, written and audio-visual ways of imparting knowledge, skills, attitudes and values to adults; and that it includes numerous subjects in very different fields such as elementary education, literacy, vocational training, liberal education, civics, professional education, economic education, cultural development, aesthetical and ethical education, physical education, etc.

This questionnaire is not addressed to a single authority in a country (e.g. Ministry of Education) nor only to governmental bodies, but should be replied to in the same spirit as it was conceived: as an inter-disciplinary questionnaire addressed to various public authorities (central and local) concerned with planning, education, industry, labour, agriculture, rural development, welfare, etc.; to non-governmental associations (workers, youth, women's organizations, clubs, leisure time associations, etc.); to municipalities, enterprises, co-operatives, etc.; and particularly to powerful mass-media which are playing an increasing rôle in the life-long process of educating and training adults.

Since statistical data on many basic issues in adult education are available, the following questionnaire mainly concentrates on certain fundamental problems which are likely to be basic themes for discussion and deliberation at the Third International Conference on Adult Education:

I. THE RELATION OF ADULT EDUCATION TO ECONOMIC, SOCIAL AND POLITICAL OBJECTIVES

1. Which of the country's main social, economic and political objectives have been strongly supported by adult education since 1960? In what ways? How is the link and mutual relation established?

2. Describe any reappraisal of the contributions of adult education to development which has taken place between 1960 and 1970.

3. What are - if they can be identified - the major socio-economic, socio-political, or socio-cultural objectives for the '70s, which will need to be correlated with large-scale adult education activities?

4. What action must be envisaged in your country to enable adult education to make an effective impact on the above priority issues?

5. How are adult education activities correlated to problems of the individual (individual needs, standard of living, changes in values, etc.)?

6. How is adult education integrated into other predominantly non-educational activities of society (for example, land settlement schemes, agrarian reform, projects for urbanization, self-management systems, co-operative schemes,

family planning programmes, etc.); or the everyday life of the individual (for example, working life, spiritual life, family rôles, leisure, etc.).

II. ADULT EDUCATION IN RELATION TO THE EDUCATIONAL SYSTEM

1. Is adult education conceived and organized separately or in conjunction with education for children and adolescents (with regard to planning, administration, content, staff, funds, institutions, etc.)? What are the advantages and disadvantages of the present arrangements?

2. Name the major ministries involved in adult education under headings (a), (b) and (c):

    (a) directly by organizing courses, etc.;

    (b) by providing financial assistance, grants-in-aid, co-ordination and inspection services, etc.;

    (c) in other ways.

3. What are the main non-governmental organizations active in adult education? What are the main non-public bodies or institutions contributing to adult education? What methods and modalities are used to solve problems regarding the co-ordination between the multitude of governmental and non-governmental, public and private activities and resources?

4. What are the possibilities for adult learners to combine school and out-of-school education either simultaneously or sequentially? Describe facilities available for men and women to begin or resume formal education at various stages of their lives.

III. FINANCIAL RESOURCES

1. Estimate the proportion of the total national expenditure on adult education coming from the following sources of finance:

Public funds	Other sources
(a) Central government	(a) Voluntary organizations
(b) Local governments	(b) Industrial and commercial enterprises:
	(i) as in-service training
	(ii) in other ways
	(c) Agriculture (co-operatives, firms, etc.).

2. To what extent is adult education financed by the adult learners themselves in the form of fees, etc.?

3. What provisions are made for supporting adult learners, e.g., by free tuition, scholarships, paid study leave, reduced working hours, child-care provisions, etc.?

4. Is non-governmental adult education in any way financially supported by government? If so, how?

5. Note, in proportion to other expenditure (especially in proportion to expenditure on formal education), major changes in financial allocations to adult education since 1960, and say whether significant changes are envisaged for the 1970s.

6. Indicate the size and nature of external aid, if any, provided by your country for the education of adults in other countries.

IV. METHODOLOGICAL ASPECTS

1. Describe major innovations in methodology and in the use of modern communication media which have been introduced in your country in recent years. If evaluation of such innovations has been made, please attach documents or reports.

2. What have been the main reasons for adoption during the 1960s of new methods, media, and new educational technology in adult education?

3. Indicate any important changes, such as application of educational technology (particularly use of television for educational purposes) envisaged for the 1970s. Describe as well any plans for the application of systems' analysis for the development of adult education.

4. Is information about the operational application of modern media and methods readily available in your country? Indicate any need felt for improving international dissemination and exchange of information in this field.

V. PERSONNEL FOR ADULT EDUCATION

1. Considering that adult education requires a wise variety of personnel, with different specializations, and ranging from those in face to face contact with adult learners, to managers, planners, producers of educational materials (including "software"), and research workers, please indicate the categories of personnel in which shortages are most acutely felt.

2. By which institutions, or under whose auspices, are training courses provided for:

   (a) full-time;

   (b) part-time;

adult education personnel of different categories (e.g. teachers, instructors, animateurs, counsellors, discussion leaders, monitors, administrators, planners, producers of written and audio-visual materials, etc.)?

3. Indicate approximate annual numbers of persons trained by these institutions.

4. What provisions are being made to meet the need for trained adult education personnel of various categories and levels for the 1970s?

APPENDIX 2

REPLIES TO QUESTIONNAIRE
as of January 1972

Names of Member States

Australia
Austria
Bolivia
Brazil
Bulgaria
Burma
Burundi
Byelorussian Soviet Socialist Republic
Canada
Central African Republic
Ceylon
Chile
Colombia
People's Republic of the Congo
Cuba
Cyprus
Czechoslovakia
Denmark
Dominican Republic
Ecuador
El Salvador
Ethiopia
Finland
France
Gabon
Federal Republic of Germany
Greece
Guatemala
Haiti
Honduras
Hungary
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Republic of Korea
Kuwait
Lebanon
Liberia
Libyan Arab Republic
Madagascar
Mali
Malta
Mexico
Nepal
Netherlands
New Zealand
Nicaragua
Niger
Nigeria
Norway
Panama
Paraguay
Peru
Philippines
Poland
Qater
Romania
Saudi Arabia
Singapore
Somalia
Spain
Sudan
Sweden
Switzerland
Syrian Arab Republic
Thailand
Togo
Trinidad and Tobago
Tunisia
Turkey
Ukrainian Soviet Socialist Republic
Union of Soviet Socialist Republics
United Kingdom of Great Britain and Northern Ireland
United States of America
Upper Volta
Venezuela
Republic of Viet-Nam

Associate Member State:
St. Lucia, British East Caribbean Group

APPENDIX 3

WORKING GROUPS FORMED as of January 1972

Names of Member States

Argentina
Australia
Austria
Brazil
Canada
Ceylon
Cuba
Cyprus
Czechoslovakia
Denmark
Ecuador
Egypt
Finland
France
Honduras
Hungary
India
Iran
Jamaica
Japan
Jordan
Kenya
Laos
Libyan Arab Republic
Netherlands
New Zealand
Nigeria
Peru
Poland
Romania
Singapore
Sudan
Sweden
Switzerland
United Kingdom of Great Britain and Northern Ireland
United States of America
Upper Volta
Yugoslavia
Zaire

APPENDIX 4

REPORTS RECEIVED
as of January 1972

Names of Member States

Australia
Austria
Brazil
Ceylon
Cuba
Ecuador
Egypt (Arab Republic of)
Finland
Ghana
Hungary
Iran
Jamaica
Japan
Jordan
Kenya
Khmer Republic
Laos
Nigeria
Norway
Singapore
Sudan
Switzerland
Syrian Arab Republic
United Kingdom of Great Britain and Northern Ireland
Republic of Vietnam
Zaire

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